Community-led Development in Wairoa

An account of the 2009-10 Wairoa Social Development Project

by

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A community developer's personal account of efforts by a rural community to confront local issues by developing a long-term social development strategy. The author describes attempts by a group of community representatives to adopt a community-led approach to planning and implementation, the obstacles met, the ultimate outcome of the project, and the "salutary lessons" learned. Tools, methods and models used in the project are included.

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Introduction

This report recounts the efforts of a group of community and local government representatives and I to address pressing local issues regarding youth, education, employment, gangs and poverty by organising the Wairoa Social Development Project in 2009. In planning and implementing the project, we attempted to adopt a *community-led approach*. I say 'attempted' because the lead organisation encountered capacity issues and withdrew for the project before we were able to initiate the widest participatory phase.

Community-led development (or CLD) has become an increasingly popular phrase in community development circles. It might be useful to pause and define the phrase. As a social process, it's about communities taking charge as much as possible of their own economic and social development. As a community development practice, it means "fostering communities to thrive and be strong and resilient" (Inspiring Communities, 2010:6). It's a holistic approach to local planning and development that involves:

> "people from all sectors (residents, business, funders, iwi, local government, government, schools etc) working together with local communities to release local resources, energy and ideas to create opportunities, solve problems, and achieve local visions".
> -- *Inspiring Communities newsletter*, October 2010

Rural sociologist Cornelia Flora (2002:1) maintains that community-led development isn't simply a matter of devising a new programme and getting it funded. It's about engendering hope and broad participation within the whole community to work toward collective goals and build capacity over time. Participation is about more than just holding meetings and making plans.

> It means 'rethinking the underlying roles of, and relationships between, administrators and citizens' (King et al. 1998: 317). At its best, community-led development means moving away from paternalism or hopelessness to active collective engagement. Community-led development moves beyond citizens stating their needs and government agencies responding. Citizens from diverse situations analyze their situations and discuss alternatives, gathering resources to move toward priority goals from inside and outside the community (Flora, 2002:2).

I confess to being a bit of a sceptic when it comes to communities and community-led development, or more to the point the claims made by some community developers and local leaders about their communities and how they work with them. For one thing, I've noticed that expert 'facilitators' often end up controlling things behind the scenes. For another, I've learned from experience[1] that local communities are never completely in charge of their own destiny. They certainly don't know all the answers and often lack (or ignore) important information that they need to plan effectively. I've yet to encounter a community or neighbourhood that (a) knows everything about their local situation and how they got where they are; (b) is aware of all the networks, self-interests, conflicts and shady dealings that go on; and (c) is nevertheless able to work harmoniously to plan and achieve all the goals they set for themselves. Maybe that's the good news. The ideal is just that: an abstraction. The reality lies somewhere in between, and coming to terms with that reality is what community-led development is all about.

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[1] E.g. working in the slums of Chicago and Detroit, helping with the reconstruction of Darwin after Cyclone Tracy, studying community change in inner city Auckland, and advising small Midwest towns on recovery efforts after the 1980s agricultural downturn.

I should emphasise that what follows is my personal account of how some community activists and I attempted to adopt a community-led approach in implementing the Wairoa Social Development project. It's not an 'official' report for any organisation or funder. I don't claim it is completely objective. It's my perceptions of the events that unfolded. Neither will it be a candid expose' because I need to protect individuals' privacy. Nevertheless I'll try to draw out some salutary lessons that are at least meaningful to me. Readers will hopefully find that some of these resonate with their own experience or are useful in their current situation, though there are bound to be other lessons from the Wairoa project and my involvement in it.

Chapter 1   The Wairoa Community
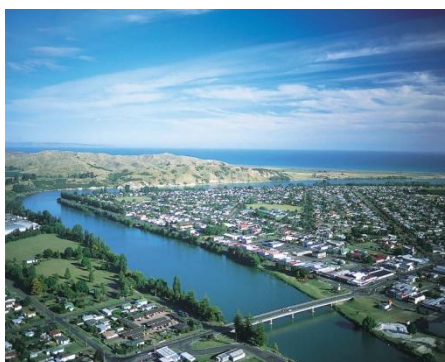
The Big Picture

Like a lot of rural communities impacted by globalisation and the financial crisis, Wairoa has struggled economically due to its isolation and dependence on sheep, beef and forestry.   As a consequence, it has had to contend with a declining population, unemployment and a host of other social issues arising from the district's marginal position. The point is that the community doesn't have continuing problems simply because it isn't trying hard to deal with them. There are broader processes at work nationally and internationally that influence Wairoa's development, among which globalisation is probably the most important.

Countless volumes have been written about globalisation. Put simply, globalisation is the increasing world-wide mobility of all types of capital – finance capital, fixed capital, and human capital (knowledge, technology and labour). The process has been going on at least since the age of exploration and colonisation, and the emergence of what Wallerstein called the capitalist 'world economy'. Jennifer Summer (2005) suggests in its current guise, globalisation has five dimensions:
- increased political and military interdependence,
- increased economic interdependencies,
- an expanded flow of individuals,
- expanded interdependence of expressive culture, and
- expanded flow in instrumental culture.

It proceeds by creating imbalance, relative (dis)advantage and dependency...leading to a widening gap between the rich and poor, winners and losers. One of the ways the gap is widened is through debt creation. Another is through government restructuring policies, opening the economy to international competition and transferring more of the costs (direct and indirect) of services to users.

Commentators have noted that globalisation seems to hit rural communities particularly hard (e.g. Flora, 1990, 2003; Crow, 1996; Duncan, 1999; Black et al, 2000; Wood, 2008). The effects are seen in the downsizing or loss of once productive industries, amalgamation and purchase of land by corporate interests, loss of jobs, and an exodus of people [particularly youth] looking for opportunities elsewhere. These have had predictable impacts on local rates and services, as well as flow on effects for the social and cultural life of communities. Summer (ibid, 38) identifies at least six types of impacts on rural communities: economic, political, social, environmental, engendered, and cultural.

Jane Kelsey (2002) argues that New Zealand's structural adjustment policies – even those with a 'social face' under Labour-led governments – have had serious downsides for the less well-off, Maori and migrant groups, and for rural regions. She says "the regions were increasingly hollowed out

from trade liberalisation, privatisation and rural recessions...". Successive governments have attempted to soften the blow on rural areas by coordinating services (via 'providers') and promoting economic and social development initiatives and 'partnerships'. But Kelsey (ibid, 45) points out there are problems with such efforts. First, the policy framework underlying them has already been locked in place and is non-negotiable. And second, partnerships are often initiated, at least from central government's point of view, with the aim of "pacifying rather than delivering". Otherwise participating agencies and organisations would agree to measurable outcomes that they were accountable for helping achieve through specific commitments within a given timeframe. As a consequence, so-called partnerships end up raising expectations that cannot possibly be met and lead to community disillusionment and cynicism. I'll have more to say about regional partnerships below.

Wairoa Economic and Social Trends

The main function of Wairoa town is to service the farming sector through manufacturing and processing (Wairoa District Council, 1998). Developments over the past 10-15 years in the agricultural and forestry sectors have been particularly important for Wairoa and the wider Hawke's Bay region, particularly for employment, income and population trends. While dairy cattle numbers have tripled since 1994 (benefitting a few), stock numbers in the remainder of the pastoral sector have declined over time (Figure 1).

Figure 1

Hawke's Bay Livestock Numbers

Livestock	June 1994	June 2009	Percent Change
Beef Cattle	522,767	436,207	-16.6%
Dairy Cattle	31,707	93,871	+196%
Sheep	4,264,012	3,445,616	-19.2%
Deer	118,301	73,887	-37.5%
Pigs	8,930	8,731	-2.2%
Total	4,945,717	4,058,312	-17.9%

Source: Statistics New Zealand

Global competition, fluctuating commodity prices, and currency volatility have put pressure on the pastoral industry to achieve greater efficiencies. Returns can be high one year and the bottom drop out the next. Attracting and retaining suitably skilled labour is an ongoing problem (see Agnew, 2007). For meat processors, this has meant "rationalisation" (amalgamations, plant closures and layoffs) which has affected Wairoa. In 1998 the AFFCO meatworks had 720 employees, but a decade later this number had been reduced by more than half. 2009 saw protracted strike action and negotiations between the New Zealand Meatworkers Union and management. Agreement was finally reached to begin production, but killing operations only lasted three weeks before half the re-hired 200 employees were laid off again due to low stock numbers coming to the works (*Wairoa Star*, November 13, 2009). Management blamed the weather, but some farmers are known to have shipped their stock elsewhere to obtain a better return. According to the Union's resource centre manager, many workers were considering leaving the district in search of employment elsewhere (*Wairoa Star,* November 16, 2009).

Forestry and wood processing are also significant contributors to the district's economy through the generation of associated industries, services, taxes and employment. But once again, a glut in processed logs coupled with the global housing downturn and currency volatility has meant declining returns and layoffs. Across the Hawke's Bay region the volume of exotic timber harvested increased 39 percent between 1994 and 2009, but new plantings were virtually nil. In 2008-9 alone, a 30 percent gross return on the export of wood products nationally was wiped out by changes in

the US/NZ exchange rate[2]. Several forestry gangs in the Wairoa district have laid off staff or gone out of business, and students completing trade training have found it difficult to find work locally.

Tourism remains a relatively small employer, and visitor numbers to the East Coast are nowhere near the numbers attracted to the popular destinations and main centres (c.f. Tourism New Zealand).   According to one tourism expert, the Wairoa District is seen as "Somewhere in between somewhere that is quite remote and somewhere that is very remote in a very remote country." The main issues for the district are isolation, seasonality, access and lack of tourism services.[3]

The main "industry" in the district by numbers employed, is Community, Social and Personal Services which includes local government, government agencies and community and voluntary organisations. A decade ago the sector employed around 30% of the workforce, but with a declining central government agency presence and reorganisation of services like health this proportion had declined to less than 25% in the 2006 census.

What does all this mean for the District's future? One of the most important implications is that the population, which has been declining, is likely to continue to decline. In the 2006 Census the District's population was 8481 people, a decrease of 5% (435) since the previous census and a 16% decrease from 1991. Statistics New Zealand predicts that on current trends the population is likely to decline a further 22% by 2026! The 15-39 year age group will be particularly hard hit. The District Council observes that a large number of young people are forced to leave for work and education opportunities elsewhere[4]. On the other hand, the 65+ population will increase due to natural ageing and an influx of elderly people. These people will tend to have low incomes, no savings and be Maori. More non-Maori than Maori have left the District, and there has been a related decline in one and two family households.   Migrants to New Zealand tend to settle elsewhere than the East Coast. The last census indicated that only 5.5% of the Wairoa district population were born overseas, compared with over 22% for the nation as a whole.

Wairoa's unemployment rate has been consistently higher over recent years that the national average. At the 2006 Census, the District's unemployment rate was 6.9% compared with 5.1% nationally. Unemployment was higher in Wairoa itself (7.7%) compared with the district's rural areas (6.1%). Wairoa's unemployment, like the Gisborne/Hawke's Bay region as a whole, increased to over 8% by 2009. The Wairoa WINZ office reported a significant increase in young people applying for the unemployment benefit during 2009-10. The latest Household Labour Force Survey[5] shows that the national unemployment rate declined from 6.9% to 6.4% and the labour market, at least elsewhere in the country, is improving. Hence the reason people continue to look for work outside the area.

The District's average income at the last census was $4,300 less the national average. Around 38% of people receiving an income earn less than $20,000 a year. Maori and youth are over-represented, and the gap is steadily widening. People living in outlying rural communities tend to be of lower socio-economic status than Wairoa Township.

Educationally, around 20% of the district population have no formal qualifications and 47% of Maori residents have no formal qualifications. The number of students leaving Wairoa College without qualifications has been consistently higher than the national average, though there has been a

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[2] Sheldon Drummond, General Manager Forests, Juken NZ, speaking at the 2008 Wairoa Sustainable Development Summit.
[3] Doug Farr, Kuaka New Zealand Ltd, speaking at the 2008 Wairoa Sustainable Development Summit.
[4] Wairoa District Council's 2009 LTCCP.
[5] The Statistics Department's Quarterly Household Labour Force Survey for September 2010. Nov 4 www.dol.govt.nz

steady improvement in recent years. In 2009 51% of school leavers gained NCEA Level 2 or higher. Successful school leavers seeking further education mostly have to leave the district to fulfil their ambitions. At the same time, the District's rate of resident youth not in education, employment or training (NEET) was 23.1% in 2009, the fourth highest in New Zealand.

In terms of housing, according to the 2006 Census 53% of households in the District owned their own home which was just under the national average. However, fewer than 43% of Maori residents owned their own home. More Maori, and more young people, tend to rent and have difficulty financially affording a mortgage.

These trends and broader global processes all have a bearing on the persisting social issues that have plagued the district in recent years.

Chapter 2   Setting the Scene

A wide variety of community organisations and programmes have been established in Wairoa to respond to local social needs and issues. An informal survey awhile ago by the Safer Communities Council identified at least 145 voluntary groups and non-profit organisations in the district (Figure 2).

Figure 2

Types of community organisations in Wairoa
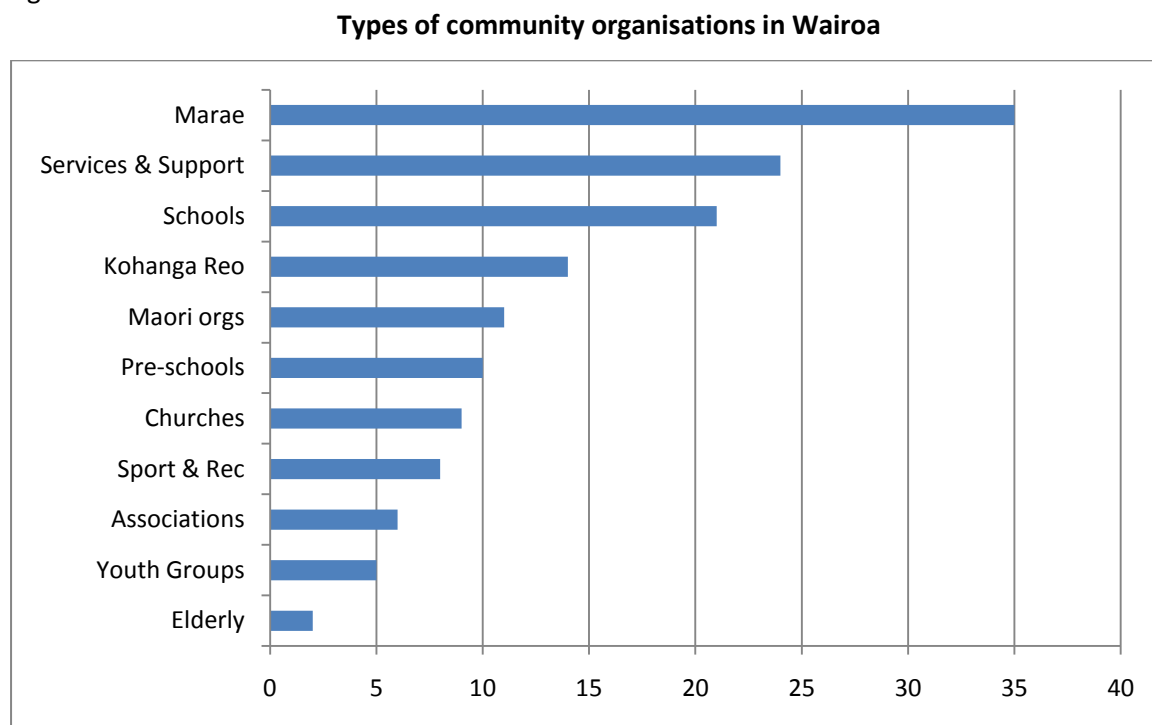
Marae are the most numerous 'organisations' in the district, but community services and support programmes (e.g. budget advice, legal services, food bank and counselling) make up 17% of all the groups and programmes in the district. Larger organisations like the Wairoa PHO and Kahungunu Executive (KE) are contracted providers of a range of social services, and KE has now teamed up with four other Maori health organisations in the district to coordinate Whanau Ora services to families in need. Smaller non-profit service organisations (e.g. Citizens Advice Bureau) and groups like the Youth Services Trust are dependent on grants and/or volunteers for their survival. Wairoa College is an important base and/or partner for youth training and leadership programmes like CACTUS. The District Council also supports initiatives like Cactus and YROA YNOT.   The latter is a programme run by the District Council but funded by the Ministry of Youth Development's Youth Development Partnership fund. It provides youth with opportunities to engage in positive outlets for themselves, and gives them experience creating and running programmes e.g. community and school events.

There has been a steady turnover of projects and programmes over the years. Many particularly smaller organisations struggle to retain volunteers and secure funding from one year to the next. Complicating matters there is no real consensus across the community about the key social issues and how to address them.   Different collectivities tend to defend what they're doing in their area of interest (youth, education, health, recreation, employment) without seeing the big picture. As will be apparent later, the lack of a coherent strategy for Wairoa and sustainable sector funding has led to competition, suspicion and patch protection. Two recent efforts to instigate a more inclusive social development strategy illustrate why such a strategy is still needed and the difficulties any new attempt is likely to face.

Strengthening Communities– a previous attempt at Wairoa social development
The Strong Communities Action Fund (SCAF) was a government initiative that focused on strengthening connectedness and trust through community participation in decision-making. It was established in 2001 as a devolved funding pilot, with a pool of $1.6 million. Projects funded by SCAF were a three-way partnership between communities, Child Youth and Family Services (CYFS), and an intermediary organisation that held the funds (see Taylor, 2004). One of the key figures promoting SCAF in the early 2000s was Richard Wood, a deputy director at the Ministry of Social Development (MSD).[6] Wood was to play a catalytic role in helping initiate the first Wairoa-wide social development 'project'. The story of his involvement requires a bit of a detour.

During the early 2000s under the first Labour Coalition government, there was much talk in policy circles about government agencies cooperating across 'silos' to strengthen the *Community and Voluntary sector*. A key development was the Community and Voluntary Sector Working Party. This was a joint effort between government departments and voluntary sector representatives, and resulted in numerous project partnerships and umbrella funding contracts with local 'providers'. Other actions that flowed from the Working Party's work included on-line information sources, best practice funding guides, a survey of voluntary organisation capacity needs, and 'local services mapping'.

All these enthusiastic government initiatives glossed over the fact that the term 'Community and Voluntary Sector' was being used interchangeably with 'community', which conflicted with the competing community development definition of communities as local 'places'. That is, neighbourhoods and towns comprised of citizens, businesses, local government, the natural environment as well as community and voluntary organisations. This confusion was intentionally ignored by social policy agencies, a bit like the story of the emperor's new clothes, until the passage of the Local Government Act 2002. The Act required councils to engage with local citizens, businesses and organisations to develop Long-term Council Community Plans. Government departments were somewhat reluctantly drawn into the process by at first having to send representatives to briefings about the Act, and then being asked to provide information to local communities. The effect was to reinforce the importance of communities as places. Adding to the emergence of *local communities* as a focus of government policy was work led by the Community Policy Team at the Department of Internal Affairs (DIA). They were developing a strategic framework for government 'investment' in community building, adopting a 'whole of government' approach (see DIA 2002, 2004, 2005). DIA went on to pilot four community planning exercises linked to the community outcomes process in the Local Government Act 2002, two of which (Papakura and Waitakere City) eventually became part of the Sustainable Auckland Programme of Action.

Richard Wood was aware of these developments, and seems to have been one of first to grasp the importance of MSD engaging with local communities as places, not just with voluntary organisations. He also saw the value of inter-departmental collaboration to support iwi development and assist high needs local communities. SCAF funding proved a useful tool for this purpose. Wood was not just a talker but a doer. His first high profile venture, however, wasn't with a local community but involved convening a 'whole of government' meeting with Te Rarawa in Northland. The purpose was to explore how government departments could coordinate their activities to help Te Rarawa achieve their 5-year strategic plan. Te Rarawa's plan was holistic, encompassing economic, social, cultural, and ecological dimensions of the iwi's development. Virtually the entire first day of the consultation was taken up with presentations by Te Rarawa. In subsequent communications with Wood about a Cabinet paper he was preparing on this 'pilot,' Wood emphasised that the most

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[6] Wood also was instrumental in establishing *Strengthening Families* and *Heartland Services*, and went on to be Deputy Chief Executive of Family and Community Services.

important break-through was <u>agency collaboration</u>.[7] Since I was leading DIA's community-building work and helping rollout the LGA 2002, I argued the real break-through was that agencies actually agreed to be accountable for helping achieve <u>Te Rarawa's strategic outcomes</u>.[8] Woods disagreed. In the final version of the Cabinet paper, he proposed the Te Rarawa model as a 'new way' for promoting government service/programme coordination *in consultation with* iwi and local communities. No mention was made of helping achieve iwi or community outcomes.

After Te Rarawa, Wood began visiting high-needs local communities looking for opportunities to replicate the 'model'. He had developed a reputation in social policy circles for cutting through red tape and making things happen. My first experience with the model was in Porirua, where Wood and Chief Executive Roger Blakeley had asked government departments to appoint representatives to a working group. The idea was the same as Te Rarawa: joined up collaboration. The problem was that Porirua didn't have a current strategic plan[9] based on community-wide consultation like Auckland, Waitakare City or Manukau City. For Wood, this wasn't a major obstacle since his focus was on promoting inter-departmental collaboration based on current programmes and funding already committed to a local community. He, Blakeley, and a couple of Porirua City Council staff simply drafted an updated version of an earlier strategic plan and presented this to the working group, asking for departmental commitments to help achieve the plan. It was a bit like an international aid donor conference, with the Chair asking what each agency was going to contribute. When it came my turn, I suggested that the strategic planning process was flawed since it hadn't involved the community. I didn't see how my department or any other could make commitments until there was proper community consultation. I also queried whether such consultation might not be overtaken by the community outcomes process the Porirua City Council was required to facilitate under the LGA 2002. Not surprisingly a heated exchange ensued. Wood wanted action, not drawn-out consultation... even though this was precisely what Te Rarawa had done in preparing their strategic development plan. When the smoke cleared, a few officials indicated ways their department might support the 'revised' strategic plan. These seemed to be things these departments were intending to do anyway. Other officials, myself included, abstained. As predicted, the erstwhile strategy was eventually overtaken by the Council's LTCCP process.

This is all background to Wood's visit to Wairoa around 2003, during which he met with the Wairoa District Council, Kahungunu Executive (KE) and other community representatives to discuss some kind of social development project. Although the Council had a strategic plan in place (cf. Wairoa District Council, 1998), the Mayor and councillors were aware there was a need to increase community buy-in and involvement in addressing key issues. Because of his senior position in Wellington, Wood was able to get departmental representatives to the table and influence SCAF funding allocation.

As a result of Wood's visit, the District Council applied for and received a SCAF grant from CYFS. A local SCAF committee was formed in July 2003 to represent the community and organise a social

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[7] There have been numerous partnership and collaboration initiatives over the past decade. I've often referred to this as the "Field of Dreams" approach to community social and economic development: "If you collaborate, it will happen". In practice you might be able to tick off a few departmental deliverables, but you're unlikely to address the priorities of local communities.

[8] The Te Rarawa accord remains one of the few examples of inter-departmental cooperation in support of a comprehensive set of <u>locally-identified</u> outcomes. I headed an officials group around 2004 that was tasked with recommending to Cabinet how government departments should be involved (if at all) in the community outcomes process. Treasury officials blocked any suggestion that departments (and Ministers) should be accountable for helping achieve outcomes identified by local communities.

[9] This was prior to the implementation of community outcomes processes under the LGA 2002 which replaced strategic plans with Long-term Council Community Plans (LTCCP) by 2006. A recent law change, championed by Local Government Minister Rodney Hide, removed the community outcomes consultation process from the Act in the name of efficiency.

development project eventually under the banner 'Strengthening Communities'. Not surprisingly, given the above background, the project appears to have been cobbled together around specific initiatives that a few government departments were already committed to undertake in the district. Chief among these was establishment of a PHO, for which the Ministry of Health had committed $30,000. There was no community-wide consultation about key issues or a social development plan.

At first, the District Council was designated the 'intermediary organisation' to administer the funds. But the Kahungunu Executive was unhappy with this arrangement, and successfully pressed CYFS to be allowed to oversee the project and administer the funds. The District Council was side-lined, and the SCAF committee became effectively an advisory body.

KE's organisation of the "Wairoa Social Development Project" as it was called, was strangely complicated. Instead of managing the project itself, KE established a Wairoa Social Development Unit (WSDU). The WSDU reported in the first instance to the KE Board and was based in their offices. A consultant from Taranaki was contracted as Project Manager. A KE employee was appointed as Administrator, presumably to run things when the Project Manager was not in Wairoa (which seems to have been often). The consultant sub-contracted two additional people to help with the project. One was tasked with compiling an updated Wairoa Community Profile. The other was contracted to identify the PHO's IT system needs. The SCAF Committee remained a separate entity, contracting the Unit (i.e. KE) to provide secretarial, administrative and management services as did the nascent PHO.

In retrospect, it isn't clear what this 'social development' project was actually all about. There wasn't any overall vision or agreed objectives, nor was there any community consultation. The project brief refers to 'various initiatives' which, similar to the Porirua experience, seem to have been what government entities and local organisations had already decided to do. The project title was a convenient label for these activities. The Unit's initial functions, according to the Project Manager's report to the KE Board (Andrews, 2004), were mostly about getting established and providing administrative services:
    (1) To establish the Unit and build the competency of the (KE) Administrator;
    (2) To provide support to the Wairoa PHO including secretarial, financial, planning and IT development;
    (3) To provide secretarial, planning and financial report support to the SCAF Committee; and
    (4) To develop a Wairoa Community Profile in partnership with the Wairoa District Council.

According to the consultant's January 2004 KE Board report[10], the budget (prepared by the lead consultant) of $206,811 plus GST covered project establishment and two years operation (2002-2004). Operations included SCAF Committee activities, District Council and KE initiatives, and funding earmarked by government agencies for projects they were interested in carrying out. The budget was retroactive, asking agencies to reimburse both the WSDU and KE for 'establishment' costs, meetings and work done over the preceding 18 months – some $55,000 in all. It didn't specify how much the consultants were to receive for what work. "Work" and 'travel' costs were lumped together. The consultants resided elsewhere and commuted to Wairoa for most project work, so expenditure on travel was considerable.

SCAF has since been superseded by other MSD programmes.[11] Nevertheless, when I spoke with SCAF committee members four years later they were still irate that so much funding had been

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[10] These reports were distributed to SCAF community representatives and are therefore a matter of public record.

[11] e.g. "Pathways to Partnership" and "Enterprising Communities," both aimed at improving government agency cooperation and building the capacity of voluntary organisations rather than local communities per se.

wasted on administration. MSD was reportedly seeking information on how the SCAF funding was actually used. All of this left a bitter legacy of mistrust, division, and blame which created a challenging environment in which to try to launch a <u>new</u>, community-wide social development project.

The Tairawhiti Development Partnership
Another catalyst to the 2009 Wairoa Social Development project was the establishment of the Tairawhiti Development Partnership. A taskforce was convened in May 2000 by Jim Anderton, the Minister of Economic Development and Minister of Maori Affairs Parekura Horomia with the aim of establishing a central-local government partnership to advance economic and social development in Tairawhiti (the East Coast of the North Island). At first, regional mayors and iwi leaders were the only local representatives, but membership was later expanded to include the business and community sectors.   In November 2000 a Memorandum of Understanding regarding economic development was agreed between the Crown and the Taskforce (renamed a "Partnership" in 2005). Economic development initiatives and government funding were coordinated through the Ministry of Economic Development, and eventually included in the Ministry's Regional Partnerships Programme (RPP). [12]

In 2003 a further Memorandum of Understanding was agreed by the Ministers and the Partnership focussing on social development. The MOU established agreed outcomes and actions to be achieved for Tairawhiti. A Social Development Strategy was developed under MSD's leadership, through a series of member workshops. The regional outcomes identified in the strategy were flawed in at least two respects. First, they were so broad that it was virtually impossible to measure whether the programmes and funding committed by local and central governments were achieving them. The employment outcome statement, for example, read "An environment that promotes a strong culture of participation, success and productivity in work and enables all people in Tairawhiti to achieve economic independence". Second, these outcome statements weren't based on the actual needs of the different districts that made up Tairawhiti. This would have involved costly research and time-consuming consultation. And would have overlapped with the social development outcomes being developed by local communities in the region for their 2006 Long-term Council Plans (LTCCPs).

In effect the regional outcomes were little more than window dressing for 'business as usual'. Once the outcomes were agreed, representatives of relevant government departments met and nominated actions that were supposed to help achieve these regional outcomes (shades of the Porirua 'strategic planning' exercise). These were then incorporated in a joint Statement of Intent (SOI) and action plan agreed between departmental Chief Executives and regional members of the Partnership. Unlike Long-term Council Community Plans, CEs were happy to sign up because they could fit existing activities into the Tairawhiti Social Development Strategy without making substantive changes to the way they did business. MSD subsequently 'implemented' the Strategy by arranging integrated contracts and carrying out services mapping. Another example of "If you coordinate, the outcomes will be achieved".

The Wairoa District Council's 2006 LTCCP mentioned little about district social development initiatives. Like other councils in marginal rural districts, Council has tended to focus on rates, roading and employment.   The 2006 LTCCP simply referred to the activities of the Tairawhiti Development Partnership and <u>regional</u> social development goals.

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[12] See www.med.govt.nz

Establishment of the Wairoa Community Development Trust

Council representatives were aware from the 2006 LTCCP exercise of the need for the Council to be more active in promoting social development. However, given the Council's previous forays into community development, and the Strengthening Communities experience, leaders within the community expressed the desire to see an independent, credible organisation that could progress the economic and social development of the district.

In 2007 the Wairoa Community Development Trust (Ko Ngā Kaitiaki Whakapakari Iwi O Te Wairoa) was established as a Charitable Trust registered under the 2005 Charities Act. The purposes set out in the Trust deed were:

a) Working with local, regional and central government and other providers of services to ensure that services will enhance the social, economic, cultural and environmental development of the region.

b) Working with the education sector, government and other supporting agencies to create a more entrepreneurial attitude amongst all residents and especially young people.

c) To encourage a community where business, social and environmental communities work together to leave a legacy for the next generation.

Trustees at establishment were:
- Fenton Wilson, Chair – local farmer
- Denise Eaglesome – District councillor and local college staff member
- Mike Pollock – local businessman
- Wendy Swan – local businesswoman
- Les Probert – Mayor and local farmer
- Gordon McIntyre – retired local businessman
- James Taylor – local farmer

Once the Trust was established, staff from the Council met with the trustees to discuss their mutual interests in the social, cultural, economic and environmental wellbeing of Wairoa. As a result of these discussions, the Council and Trust entered into a Memorandum of Understanding (MOU) which the parties signed on 12 February 2008. The purpose of the MOU was to formalise the relationship between the Council and the Trust. It defined guidelines and processes for a positive future working relationship between the Parties in a way that would enable them to achieve their desired individual and joint outcomes. The overarching goal for their activities was to 'enhance Wairoa as a good place to live'. Hardly a measurable objective but at least something that would look good in the Wairoa Star.

The Trust's founding document refers to its role in 'community development', which was defined as:

A process through which communities are empowered to identify, drive and manage their own sustainable development, whether social, economic, environmental, political, cultural, or spiritual, according to their collective values, priorities and visions.

The influence of the District Council is apparent. Community development is defined in a way that encompasses the four wellbeings in the Local Government Act 2002, and thus the Trust's activities can be expected to help achieve the Council's Long-term Council Community Plan (LTCCP). The document also states the Trust's purpose was to improve coordination among local, regional and central government and other providers of services to enhance the social, economic, cultural and

environmental development of the Wairoa region. The Trust also aimed to create a more 'entrepreneurial attitude' (read economic development) amongst residents, businesses and community groups. How the trustees actually understood the purpose of the Trust, how they implemented the Trust's programme, and the reasons they fell short of fulfilling the Trust's community development role are a big part of this story.

The close involvement of the Mayor, Deputy Mayor and staff in establishing the Trust (and serving as trustees) inevitably led to claims by some that the Trust was a puppet of the Council. Shortly after its establishment, the Wairoa Star carried a story that the Ministry of Social Development had awarded the Trust a large three-year grant. Details about the purpose of the grant, and whether other local groups would benefit, were sketchy. This further fuelled suspicion that the Council controlled the Trust and the Trust's activities were not open to community scrutiny.

All these developments contributed to the challenging environment in which the 'second' Wairoa Social Development project was initiated.

Chapter 3   Scoping the Project

The Wairoa Social Development Project arose from community concerns about gang violence, drug and alcohol abuse, educational underachievement and unemployment. Various government and community programmes that had been established to address these issues, with mixed success. Some appeared to be achieving results but were not sustainably funded. Programmes came and went. There was lack of coordination among government and non-profit funders, resulting in duplication and competition among community groups. The District Council and Kahungunu Executive faced one another like sumo wrestlers, claiming a mandate to facilitate social development efforts. The general feeling seemed to be that a community-wide vision and strategy for social development was needed to improve cooperation, target funding, and achieve better outcomes.

I became involved in Wairoa's social development efforts in a rather round-about way. I had moved to Tiniroto near Wairoa in 2008, after a career in community development, economic anthropology, and government policy. Though semi-retired, I still wanted to make some kind of useful contribution through the occasional community development project or policy work. In October, I attended the Wairoa Sustainable Development Summit where I met some trustees of the Wairoa Community Development Trust. The Trust was a co-sponsor of the Summit, and I learned they were seeking a social development coordinator. I was pretty sure I didn't want a full time job, but sent in my application anyway. I was invited for an interview with the Chairman and some of the trustees, which turned into a discussion about the Trust's community development role, how the Trust was perceived in the community, and where trustees wanted the Trust to go. They asked me what I'd do if I got the job. Reflecting on my community development and community policy background, I said the first thing I'd probably do ("like any good anthropologist" I think I joked) would be talk to various local people and familiarise myself with the community. I'd want to find out about persisting social issues and what was already going on to deal with them. Then I'd probably organise some kind of community-wide planning exercise to develop an overall strategy, if it hadn't been done already.

I received a call from the one of the trustees a few days later saying the Trust had decided not to hire a social development coordinator. "Well," I thought, "I've put my foot in it again". However, she said the trustees had been impressed with my outside-the-box thinking and had decided to offer me a contract to organise the kind of community planning exercise I had talked about. I agreed in principle, subject to discussing a rough project plan with the trustees and gaining their approval.

I met with the full Board of the Trust in December 2008. I again described the community-led approach I was recommending, and briefly indicated the stages I saw the project being organised into. I emphasised that I wasn't some kind of white knight coming in to save the day. I would be a facilitator and mentor, working with the GM or other Trust staff.

The project would need to be owned, organised and implemented by the community with financial support and enablement from the Trust. It would also help the Trust clarify its community development role and establish its bona fides in the community. I emphasised that there would be opportunities for the trustees to be actively involved, but decided not to go into detail about the possible time demands since I didn't know much about the Trust or the project at that stage. In hindsight I regretted this decision, since the Trust was short-staffed and trustees had not yet committed to being actively involved.

After further discussion at the Christmas Board meeting, trustees agreed the three-stage **Wairoa Social Development (WSD)** project should proceed. Robert Baty (a trustee and District Council employee), Trust GM Janice Simpson and I agreed to form a **'project steering team'**. Given mixed

community perceptions of the Trust and the animosity of a few people who had the potential to torpedo the project, it was decided to keep the project steering team small and under direct Trust management at least initially.

With Christmas fast approaching, the three of us met a few days later to go over plans for getting the WSD project underway immediately after the holidays. I'd made a note to be sure to talk more about how this could be implemented as a truly community-led project. We agreed it would be important to be clear from the outset in talking with people and in media coverage that the project was initiated and facilitated by the Trust, but it would be organised and led by a group of community volunteers. We thought it would be best to be up front with any working group about the enablement and brokering role of the project steering team. The involvement of trustees turned out to be a sobering discussion. It became clear that Robert and perhaps one other trustee could be counted on for help, but most of the trustees were busy with other commitments. The Chairman hadn't attended the Board meeting and I was warned he would be hard to get involved because of his farming business. The District Council also had an interest in the project. Both Robert and Janice suggested it would be a good idea if I briefed the Mayor and Chief Executive Peter Freeman personally, in order to get their buy-in.

In our initial planning meeting, I asked Robert and Janice for a brief overview of what was already going on in the district that the WSD project would need to take into account. There were numerous local groups and programmes particularly dealing with youth, and there seemed to be considerable overlap and patch protection. In the broader scheme of things they mentioned the work of the Tairawhiti Development Partnership to develop a regional social development strategy and MSD's role in improving local and inter-agency cooperation based on the strategy (see above). But this did not contain specific targets or initiatives for Wairoa.

The project steering team met again in mid-January 2009 to go over my preparatory work. It was a lengthy working session. We made lots of changes to adapt the project design and suggested processes to local reality. We then compiled the project description and models into a single project document and Janice made sure the Board received copies and was briefed at their next meeting.

The *purpose statement* for the project included reference to the Trust's interests:

> "The purpose of the project is to identify the social development[13] needs and desired outcomes for the community of Wairoa, undertake an inventory of community assets/resources, review current initiatives, and identify the role of the Wairoa Community Development Trust in achieving the desired outcomes. The project is also intended to provide input to the Wairoa District Council's 2009 Long-term Council Community Plan (LTCCP) process."

The project was divided into three stages which were expected to take between two and three years to complete. The diagram in **Appendix A** proved useful in giving the Trust Board, project Working Group and the wider community a snapshot of the project.   Stage 1 involved identifying social needs and issues, and coming up with outcomes and initiatives to address these. Stage 2 was about developing of an Interim Action Plan and providing input to the Wairoa District Council's 2009 LTCCP. Stage 3 involved community research to compile an inventory of local and agency assets (resources), and then agreeing a 5-year Social Development Strategy for the district.

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[13] "Social" was defined broadly to include employment and business development.

Key interviews – getting the lay of the land

The first step involved interviewing a range of key community contacts across several sectors. The aim was for me as an "outsider" to independently test what I'd been told by Trust staff and trustees about the key issues, local programmes, community relationships and people's perceptions of the Wairoa Community Development Trust. In the end I was able to arrange interviews with some twenty contacts, most of whom were recommended by GM Janice and two trustees. I was a bit concerned about the reception I might receive, because I was aware there had been previous attempts to introduce new programmes and undertake big initiatives (e.g. SCAF) and I knew there were mixed feelings about the Trust. I found people surprisingly willing to talk with me, share information about the community, and candidly discuss what they thought of the Trust.

I reported back to the Board in February 2009. Speaking to my report, I suggested there seemed to be some important issues trustees needed to address around (a) clarifying the Trust's community development role, (b) establishing a mandate (particularly among influential gatekeepers), and (c) getting wider buy-in to the project from the wider community. I identified five particular issues, indicated the risks they posed to the Trust and community, and suggested what might be done about them (see **Appendix B**). Trustees' reaction to my report was interesting. The first four issues received an affirmative response. There was indeed lots of patch protection, competition, uncertainty of funding and duplication because different groups got funded by different agencies for similar programmes. There were also gaps and problems that trustees felt weren't being adequately met. Overall these issues confirmed the need to proceed with project and try to build a consensus for a coordinated social development strategy for the district.

Reactions to comments about the Trust itself were more circumspect. People had told me that the Trust was seen as an extension of the District Council. After all, the Mayor and Deputy Mayor were trustees. This wouldn't have been a bad thing if there was wider awareness of the Trust's purpose and what it actually did. Some residents felt the Trust was directly under the thumb of the Mayor and Chief Executive who indirectly controlled the Trust's funding. Remember some of these same community representatives had been involved in the SCAF project, in which funding was obtained by the Council and then after lobbying was transferred to KE. When it was announced in the local paper that the Trust has received close to $1 million from the Ministry of Social Development, there was anger and suspicion in some quarters. Why did the Trust get the money? And what was it for? Unfortunately few details were provided in the press and the Board had been fairly guarded about how it was spending the MSD money. A couple of trustees commented that these views showed the Trust needed to do a better job at communicating with community. The predominant view however was that the negative comments came from a few knockers – people with their own axes to grind – and shouldn't be taken seriously. I cautioned that these were recognised community representatives and in some cases key 'gatekeepers' who could be important to the success of the WSD project. I suggested the Board might want to consider further how to respond to these perceptions. In the end the lack of buy-in from a couple of these community representatives did have an effect on the outcome of the project.

Community-led... by whom?

A critical issue emerged during the meeting regarding what "community-led" meant practically for the Trust. This had to do specifically with project leadership and trustee involvement. My written report noted that the title 'project coordinator' in my contract was incorrect; I was a facilitator and mentor supporting the Trust's leadership. My report also asked the Board to indicate as soon as possible (a) who would be the project coordinator and convene the Working Group, (b) which trustees were willing to help recruit the Working Group and attend its meetings, and (c) whether they were able to participate in the community workshop. Speaking to these issues, I reminded trustees of our December discussion about the project being community-led, the Trust playing a key role in that leadership, and the trustees being actively involved. I reiterated that I understood my

role as a mentor and facilitator. Hence the need to clarify who was going to coordinate/manage the project and what specific involvement they would have as trustees? This seems to have been the first time that trustees realised they couldn't assume the same arms-length governance role as with other Trust projects that had a specific focus and their own manager. If the implications of the WSD project plan weren't clear before, they were beginning to dawn fast!

Why had we apparently been talking past one another until now? In hindsight I think there were two main reasons. First, although a project proposal had been circulated before the December meeting, discussion on the day indicated to me that not everyone had read or digested its contents. The proposal covered Trust project leadership, including my facilitation role in support of Trust staff (the GM) and trustees. Second, my contract – with the project plan which Janice, Robert and I had developed attached to it – was apparently not circulated or discussed by trustees prior to being signed off by the Chairman. This may have been expedient because of holidays, but it caused later communication problems between myself, the Board and the project steering team. The Board discussion of my report also exposed organisational capacity issues I wasn't aware of that eventually threatened the continuation of the project. The crucial one was Janice's GM role. Besides Trust administration, she had to manage the Information Centre and run a school programme under contracts the Board had arranged to earn additional money for the Trust. She also was expected to act as 'de facto' secretary to the Director of the Trust's annual Lake to Lighthouse multisport event. The Board was unwilling to hire a permanent community development coordinator to help with the project, because of uncertainty about this aspect of the Trust's work and funding constraints. But were unwilling to change Janice's job description or employ a fixed-term project coordinator for me to work with. So who was I to support and mentor? It was a classic Catch-22 situation, and the atmosphere became quite testy.

The Chairman eventually closed off the conversation by affirming the project plan but deferring further consideration of appointing a project coordinator or changing GM's job description. Instead the project planning team would have to convene the Working Group and organise the community workshop (i.e. project leadership by committee). Trustees would participate as their time and other commitments allowed. Robert agreed to convene the first Working Group session. None of this resolved project coordinator issue, and it meant there was a risk of the Board ceding project leadership by default to the Working Group once it was established. I had the impression that most trustees hoped I would eventually assume the project coordinator role. But I was resisted, continuing to refer back to initial discussions about the project being led by the community and Trust rather than by an outside expert. These ambiguities hovered over subsequent project meetings until at least the establishment of a Coordinating Group in Stage 2, and even then were only temporarily resolved.

Chapter 4   Community Mobilisation and Planning (Stage 1)

Stage 1 of the Wairoa Social Development Project was about involving the community in a locally-driven social development planning exercise.   The primary objectives were to build a network of community, Council and government agencies that could work positively together; and develop a draft social development strategy with measurable outcomes, around which to organise cooperative action and better-targeted funding.

Planning and promoting the community workshop

The project steering team got the ball rolling by compiling a list of community organisations, institutions and businesses to send out invitations to an initial Working Group meeting. I did a song and dance about the importance of getting the word out to as many community groups and leaders as possible. I even told my favourite story about being involved in rural community development in Australia's Northern Territory and driving 800 km by motorcycle on two different weekends to secure the attendance of Bill and June Tapp (head of the Cattleman's Association and President of the Country Women's Institute respectively) at a development planning workshop. My message was: once you're clear on what needs to happen, be prepared to do whatever it takes to achieve it. We agreed on a simple recruitment plan: sending out an invitation letter, following up with phone calls, and tapping key people where necessary to be sure they attended. Janice and Robert took responsibility for the recruiting (Janice had administrative staff to help).

The invitation letter was sent out under the signature of Janice as Trust GM. The letter emphasised that the proposed project would be implemented by a working group and the purpose was to develop a cooperative social development strategy for the district. It included the following contextual statement, which borrowed from a community building framework I'd developed earlier while a policy advisor for the Department of Internal Affairs:

> "A shift has occurred in community development thinking – from a needs/deficit approach to identifying positive outcomes, inventorying 'community assets' (strengths, resources, capabilities) as well as external funding, and deciding how these can best be targeted to achieve the desired outcomes. Instead of a piecemeal approach, it's about community building by and for communities themselves in cooperation with government agencies and others who have a stake in the community".

The first meeting of the Working Group was held in the training room of the Wairoa Fire Station on 24 February 2009. From an invited list of over sixty, around twenty people attended including three from outlying areas of the district. Six people sent apologies, and some of these attended later meetings. Given the convoluted state of affairs around project leadership, Robert agreed to do the karakia and chair the meeting. After introductions, Robert turned things over to me. I laid out the purpose, the 3-stage design, process for the project and a draft agenda for the proposed planning workshop in April. I emphasised this was intended to be a community-wide and community-led project, not a Trust project per se. It needed to build on local experience and knowledge, but also gather factual information about the community and future trends. Its purpose was to develop <u>and implement</u> a district-wide social development strategy. The emphasis would be on achieving measurable outcomes through innovative, coordinated initiatives and acting on a draft strategy, not just producing another report that would gather dust. I mentioned I was compiling an updated 'community profile' containing statistics, trends and issues identified in recent surveys and workshops.

An animated discussion ensued ranging from the nature of 'outcomes' and whether they could always be measured, to the need to build on what's already being done to address key issues, to the role of a Working Group. It was agreed the initial function of the Working Group would be organising the community planning workshop. Concern was expressed that several sectors and groups were not represented, including youth organisations, Maori and outlying communities. Some searching questions were raised about how this initial meeting was recruited, and that letters and ads in the paper didn't always reach people or secure their attendance. Other methods like shoulder tapping and using personal networks were suggested to get people to the next meeting. We ended by calling for volunteers to form a sub-committee to prepare for the workshop.

Janice, Robert and I met for a de-briefing afterwards. Number one on my list was what had happened to the recruitment plan we agreed on! It was pretty clear from Working Group comments that little had been done except a mailing. Janice and Robert acknowledged they had been too busy to follow up the invitation letter. I wondered aloud whether the contextual statement in the invitation letter may have put some people off, but that was all the more reason to make personal contact. I was disappointed, since I knew that particularly for busy people it's always a matter of choosing priorities. Poor representation in the Working Group would compromise the image we were trying to convey that the project was community-wide and community-led. I tried to be understanding and diplomatic, because it was already becoming clear that without other Trust staff and with minimal trustee involvement, Janice and Robert were having to have to do most of the behind the scenes enablement themselves. Throughout the project I found myself doing a difficult balancing act between hard-headed accountability and supportive encouragement. Difficult for me because as I've said, I'm fairly results-driven about most things. It can be a problem if people aren't 'brought along' on the journey. Even so, I reckon more community groups should start holding facilitators and mentors accountable for helping them reach their goals, not just 'taking away lessons' from the experience.

The workshop organising committee held its first meeting on March 3rd at the Wairoa Waikaremoana Maori Trust Board offices. I had to chair the meeting because Janice was unable to attend. The agenda covered:
>   (a) where the workshop fits in the overall Wairoa Social Development project
>   (b) what do we expect from the workshop?
>   (c) a presentation and discussion of the draft workshop programme and procedures
>   (d) what do we need to do next?

The 'what do we expect' discussion proved useful in building on points raised at the initial Working Group meeting, and beginning to generate a common message about the main themes and intended outcomes from the workshop. It was also reiterated that the workshop was a first step, and follow-up would be in the hands of the Working Group. As I summarised this discussion for a subsequent Working Group meeting, the workshop was being organised because, in spite of previous initiatives like Strengthening Communities:

- There seemed to be no community-wide consensus on current <u>priority</u>.

- There were no agreed social development targets or measurable <u>outcomes</u> on which to focus efforts and resources.

- There was no community-wide strategy for coordinating and implementing social development initiatives.

The organising committee agreed that the objectives of the workshop would be:

a) To arrive at a broad consensus on the priority social issues to be addressed.

b) To propose concrete five-year social development outcomes for Wairoa District, and

c) To suggest what's already going on, as well as new initiatives, to achieve those outcomes.

When we turned to the draft programme for the workshop, I think people were a bit overwhelmed at first. The schedule started earlier and ended later than most public workshops, and had a succession of four small group sessions throughout the day with short breaks. But as we discussed the programme, people began to see that it not only necessary in light of what we hoped to accomplish, but doable.

In preparation for the meeting, I also compiled a preliminary chart of social development 'sectors' (e.g. health and recreation, housing, employment, education and training) and important local issues in each sector. These were derived from the background information research, community interviews and discussion at the first Working Group meeting. We used the chart to discuss revisions to the headings for the sectors, and tested them to see if most local organisations, programmes and institutions fit within them. In the end, these 'sectors' of social development were used to organise the small groups at the workshop.

We decided to recommend Wednesday May 6th to the full Working Group as the date for the workshop, to give us enough time to do a proper job of planning, recruitment and preparation. We then organised ourselves into three sub-groups: programme planning, practical arrangements, and recruitment. The *practical arrangements* sub-group, headed by Janice, was responsible for locating a venue and arranging catering. The *recruitment* sub-group, led by Jackie Manuel from the Wairoa Waikaremoana Trust Board, was charged with developing a recruitment and publicity plan. It was agreed that a special effort should be made to involve the youth and early childhood sectors. They were important in the community and were under-represented in the Working Group to date.

Janice contacted me a few days later to say she had spoken with the principal of Wairoa College, and that he had offered to host the workshop there. On the plus side, the venue was conducive to small group work and would save on costs. On the negative side, the date of the workshop would have to be brought back three weeks to April 22nd to coincide with school holidays. Janice was confident this was the best option, but would check with others in her sub-group. There was little time to deliberate, so in the end members of the organising committee were informed and the new date reported to the Working Group a fortnight later. There was considerable enthusiasm about the progress so far, but also recognition that the earlier date meant the sub-groups had to complete their preparations much sooner. In the end there was not enough time for an effective publicity campaign or follow-up to mailed invitations, and participation no doubt suffered as a result. Amid all the rush and expedient decision-making that followed, some volunteers probably felt their opinions and contributions weren't being adequately considered or appreciated.

Compiling background information for workshop participants
The WSD project plan called for background information about the community and summarising current social issues as input to the April workshop. There were several reasons for this. First, as I indicated in the Introduction, communities don't always 'know their community' or have all the information they need to plan effectively. Usually there are gaps or distortions in people's local knowledge that can effect community-based planning. Sometimes people simply don't know what information is available and where to find it. Second, as indicated in the invitation letter, the workshop was intended to go beyond a needs (deficits) analysis and adopt a strengths-based approach to community planning. Third, we wanted to include issues and actions already identified

through recent surveys (including one by the Tairawhiti Development partnership) hui, community workshops, and reports so participants didn't have to go over the same ground again.

With the date of the workshop brought back, there were real time pressures on compiling this background information and getting it into participants' hands before the workshop so they had a chance to read it. I held the pen (as they say in Wellington policy circles) and did most of the research. The programme sub-group assisted in gathering information and commenting on the draft background paper. Robert was one of the members of this group, and proved invaluable in identifying sources of information and suggesting contacts.

The process began by updating and expanding two previous community profiles for the District Council, one in 2004 and the other in 2006, and then filling in the gaps with additional information. The second half of the paper discussed social issues and proposed actions. The executive summary and outline of the final *Community Profile and Issues paper* sent to participants are set out in **Appendix C**.

We also decided to include a chart along with the paper, listing the key issues and proposed actions in the paper to facilitate small group discussion under the areas of social development that the Working Group had discussed at their first meeting (see **Appendix D**). As we anticipated, most participants had received the background paper but it was clear from small group discussions that few had had a chance to read and digest the contents.
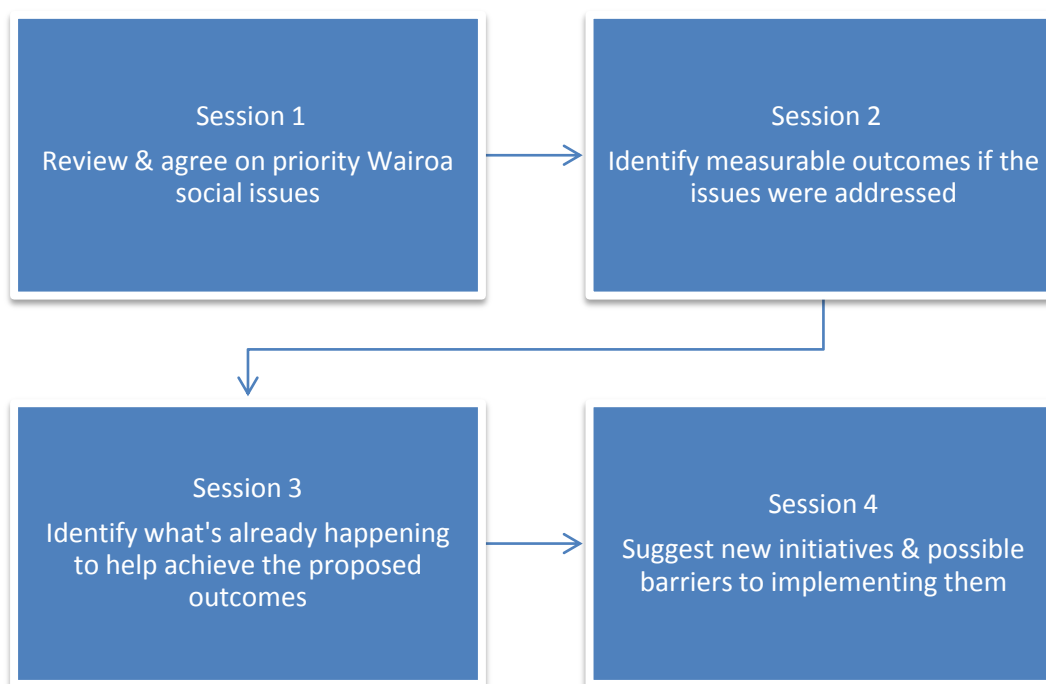
Implementing the community planning workshop
The Working Group re-convened on 23 March to hear back from the sub-groups planning the workshop. As workshop facilitator, I gave a brief overview of the background paper as well as the proposed programme and small group procedures. The sub-group chairs reported on arrangements to date after which there was general discussion. Several useful suggestions led to refinements in the programme. The Working Group agreed that the workshop needed to reflect the community-led and community owned theme of the project. Based on the group's discussion, there were a number of ways we identified for doing this:

- There would be no guest speakers or specialist presenters. The message was "You've got the necessary information (particularly with the background paper) and experience to do the job". The entire day was organised around small working groups whose membership remained the same through successive sessions.

- The opening session was structured around Maori protocol, which sent an important message in this predominantly Maori district.

- Government agencies were invited to attend on the understanding they were there primarily as participant observers, and to share information that would help small groups in their discussion.

- The small groups were to be led by local community facilitators and recorders, not 'professionals'.

The small group work for the day was organised as a series of steps, each building on the previous one (see Figure 1):

Figure 1   **Small group workshop rationale**

Session 1	Session 2
Review & agree on priority Wairoa social issues	Identify measurable outcomes if the issues were addressed

Session 3	Session 4
Identify what's already happening to help achieve the proposed outcomes	Suggest new initiatives & possible barriers to implementing them

Volunteer facilitators and recorders were recruited from the Working Group and the wider community. Since most of these people had little small group experience, I drafted a training guide based on the workshop programme and processes and got feedback from Robert and Janice before finalising it (see **Appendix E** – *A Guide for Facilitators and Recorders*). The week before the workshop, we convened an afternoon training session at the college for facilitators and recorders. The session comprised a mihi and introductions, a brief scene setting by me, a walkthrough of the Guide, and finally some small group role-playing.

I began the scene-setting with a question: "What are Wairoa's key social issues at present and what are we going to do about them"? That was what the workshop is all about. Two things were crucial here: "we" and "do about them". This is about community groups, the District Council, government agencies and others working together better. And getting results – it's about action. That was the challenge for the facilitators and recorders – to enable that process to happen. My role, assisted by Robert and Janice, would be to facilitate the process, keep things on schedule and make sure the small groups are working well. The important thing at the end of the day was results (our workshop objectives), not just to come away saying we had a "meaningful experience". I sensed genuine interest and excitement, as well as a bit of anxiety, by the end of the scene-setting.

We then went through the Guide together, covering workshop objectives and process, a description of the facilitator and record roles, likely FAQs that might come up in the small group sessions, and detailed procedures/discussion guides for each session. There were lots of questions for clarification, and additional FAQs were added to the revised draft. The Guide seemed to give less experienced people a greater sense of confidence. I also offered to 'float' among the small groups to monitor progress, and be on call if a group was blocked and needed help. We wound up with a bit of role-playing. Volunteers formed a small group to discuss an issue, with certain members playing difficult characters the facilitators might have to deal with. This produced some hilarious moments.

On the day of the workshop, the programme planning sub-group had decided to open the registration desk at 7:45 a.m., provided tea and coffee, and begin the opening session promptly at 8:30 a.m. This was a bit of a challenge for people coming from outlying areas of the District, and from other centres in the case of government representatives. But we wanted to emphasise the seriousness of the occasion, and allow as much workshop time as possible before people had to leave later in the afternoon. In the end only a couple of people arrived a few minutes late. There were 60 participants, including observers from government agencies such as Work and Income New Zealand, Te Puni Kokiri, Housing New Zealand Corporation and the Department of Internal Affairs.

Robert began proceedings with a mihi and welcome, and then led everyone in a karakia (for the programme, see **Appendix F**). It was then my turn as facilitator to set the stage and provide an overview of the day's programme. Robert, Janice and I had discussed this presentation a couple of weeks earlier. We agreed it was critical to the success of the workshop but tricky to pull off. I had to reinforce the community-led theme, affirm the importance of the Maori perspective, deal with possible misunderstandings that I was a 'visiting expert' (my American accent didn't help), spell out the purpose and expected results for the day, summarise the background trends and issues, watch out for 'grenade throwers' with their own agenda, and get buy-in to the demanding schedule and process we were proposing. A huge ask! I must have worked on the presentation on and off for a fortnight (see **Appendix G**).

In the end I decided to drop a planned slide show on community trends and issues in favour of a set of handouts at registration. This gave me more time explain why we designed the workshop the way we did, what people said they wanted and didn't want to see (the facilitators training session was useful here), what pitfalls we might encounter during the day, and how the small group process should help us reach our goal at the end of the day. I tried to be up front and speak candidly. I ended by proposing a mutual 'contract' between facilitators and participants: if they trusted the small group process and supported their facilitator, I would do my best to coordinate and keep us on schedule (I hinted I'd do some whip-cracking). Most people seemed to catch the spirit. They laughed and joked, and made a point of hurrying off to their first small group session when the opening was finished.

The two morning sessions went relatively smoothly. Only two groups got bogged down briefly. One simply wanted my comment on whether their way of prioritising issues in their area made sense to someone outside the group, which it seemed to do. Unfortunately, it was only after the workshop that I realised how important this group's insights really were and that I should allowed more time for participants to reflect on their implications at the final report back session (see **Reflections and Lessons Learned**). In the other instance, a couple of participants were blocking group discussion by insisting the all issues their group was dealing with could and should be addressed within a 'Maori perspective'. The facilitator was unsure how to help the group move forward, and asked if I'd sit in and suggest a solution. I listened while one of the participants reiterated the importance of adopting not just a Maori perspective, but what seemed to be a specific Maori framework. [14] I commented that this framework was no doubt relevant, but the workshop was about encouraging free-ranging discussion of possible initiatives to address Wairoa's social issues. Maybe we should just let the discussion flow. The group seemed ready to move on, even if the two framework advocates weren't entirely mollified. As I left the room, I felt I may have thrown my weight around a bit too much. But then I remembered the workshop wasn't just about process and relationships. I was reminded ironically of the scene in the movie *Patton* where General Patton ordered a peasant's obstinate mule shot and removed from a narrow bridge because it was causing a traffic jam and "holding up the war".

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[14] I learned later that these participants were referring to a new framework for promoting family wellbeing called 'Whanau Ora', that was being consulted on at the time by a government-appointed working group.

Feedback in the general session before lunch was positive. People were keen to get on with the task of identifying new initiatives to achieve proposed outcomes in the afternoon. One person did stand up and complain that many issues in the background paper weren't new. My response was "That may be true, but at least we're not going over what's already been said!" But that raised a further question: "If some of these issues have been raised before, why are they still around in the community? Shouldn't we be doing something that actually works to fix them?" This seemed to provide positive impetus to move into the afternoon sessions. At the end of the afternoon, we re-convened the groups (pretty close to schedule) for a report back. Each group nominated someone to report on their work and I moderated a brief discussion on each, highlighting key points. Janice kept track of discussion on a laptop. Robert wound things up by indicating the output from the workshop would be referred to an editing group to prepare a report for the wider community. There was a volunteer sheet for people to sign up. After expressions of appreciation to the organisers and caterers, Robert closed with a karakia.

Facilitators holding the results of the day's small group work. WCDT General Manager Janice Simpson is at far right in the front row, Robert Baty middle second row and the author is on Robert's right.

Workshop follow-up

A week later, the project steering team and trustee Denise Eaglesome met for a workshop debrief. General feedback had been excellent, and people seemed keen to get involved in new initiatives. Comments were again received about low youth attendance and lack of involvement by the early childhood sector, both of which had been raised during workshop recruitment planning but weren't followed up. The meeting was also an occasion to revisit the project coordinator issue, since the project was moving to Stage 2 shortly. Some of the same difficulties arose as earlier, and in the short term the team decided to concentrate on finding a convenor for upcoming meetings. We also identified possible names for the editing group, and discussed the need for a publicity plan to follow up the workshop. Unfortunately, no one picked up responsibility and the only publicity was a story in the Wairoa Star arranged by Robert. The issue was to surface again when a Coordinating Group was formed to oversee Stage 2 of the project.

Over the following fortnight, Janice contacted volunteers and small group facilitators about participating in an editing group to compile a workshop report. She also transferred the small group notes from butcher's paper onto computer charts which I edited, and we circulated these to the editing group volunteers. At our first meeting, I reminded everyone that the WSD project plan envisioned this report would provide the basis of an Interim Action Plan. We would write up the report and present it at a Working Group meeting to which the public would be invited. Hopefully the meeting would agree on immediate actions that could be taken to address key issues while further work was done on developing a full Social Development Strategy by the end of Stage 3. The editing group of around ten people met twice in the next few weeks. By the end of May, we made enough progress to re-convene the Working Group. Invitations also were sent to participants in the April workshop, but my suggestion of a notice in the local paper inviting the public didn't eventuate.

Chapter 5   Organising for Action (Stage 2)

The Wairoa Social Development project now moved to Stage 2. The project plan called for following up and disseminating information about the April workshop, convening an "action group" to develop an Interim Action Plan, undertaking new initiatives, and making a submission to the Wairoa District Council's 2009 LTCCP process.

Report-back to the Working Group and community
The public report-back session was held on 4 June 2009 at the offices of the Wairoa Waikaremoana Maori Trust Board. Around thirty people attended, which was disappointing given the numbers who showed up for the initial Working Group and who had attended the workshop. This seemed to reflect the fact that although the need for a recruitment/publicity plan was identified at the project steering team debriefing after the workshop, no one had found time to actually draw up and implement a plan.

A local kaumatua began with a karakia, after which Robert welcomed everyone and outlined the purpose of the meeting. He then asked me to summarise the draft report from the April workshop (see outline entitled *Wairoa Social Issues and 5-Year Outcomes* in **Appendix H**), which I did and then invited comments. After awhile, I closed off the discussion and indicated the report would be finalised by the editing team and then it would need to be disseminated to participants and the wider community for feedback

I suspect most people thought this was the end of the meeting, but I reminded them that workshop participants had called for action not just talk. The purpose of this meeting was to organise for action on the report. People seemed enthusiastic about this idea, and we quickly shifted into a mini-workshop. We began by brainstorming criteria for choosing initiatives for immediate action. The group decided such initiatives should be:
- manageable – able to be implemented soon by a small group
- do-able – either building on an existing programme, or a new initiative where resources were available and barriers few
- likely to make significant contribution to achieving one or more of the outcomes
- have cross-cutting impacts across several social areas
- as a bonus, possibly align with one or more government policy priorities (funding)

We then broke into five teams, and reviewed the proposed outcomes and initiatives from the April small groups. The teams reported back, and we eventually agreed on three immediately do-able initiatives. We decided to call these 'workstreams' within the Interim Action Plan. These were:
- (Re)establishing a Wairoa business association
- Establishing a collaborative forum of education and training providers, and
- Improving the coordination and provision of community transportation to enable disadvantaged people to access essential services.

We weren't done there, however. The final step was getting organised for action. It was suggested that a Coordinating Group be established to oversee the next two stages of the WSD project. The project steering team on behalf of the Trust would continue to provide facilitation and administrative support until the project was complete. These suggestions were met with general approval, so I called for volunteers to serve on the Coordinating Group and to work on each of the three workstreams. Ten people offered to be on the Coordinating Group, and an acting-convenor was nominated. I reminded everyone that the overall aim of the WSD project was to develop and implement a five-year social development plan for Wairoa. We were just getting started. After brief discussion of the Coordinating Group's role, it was decided they would hold their first meeting at the

end of June. In the meantime the three workstreams agreed to meet and map out workplans for themselves, and report back to the Coordinating Group at its first meeting.

The Coordinating Group begins work
The project steering team met the following week, along with the acting-convenor nominated by the Coordinating Group. There had been some preliminary talk that the acting-convenor might be contracted part-time by the Trust, but this was still up in the air when we met. Most of our time was spent discussing an agenda and procedures for the first Coordinating Group meeting. Since most members were only available for two hours, we decided to devote most of the agenda (a) developing a draft Interim Action Plan, (b) identifying the main functions of the Coordinating Group, and (c) agreeing on the outline of a publicity/communication plan and other steps to get wider community buy-in, particularly from groups like Kahungunu Executive. The acting-convenor volunteered to meet with the CE of KE update him on the project. Although I had briefed him about the WSD project before it began, he had remained sceptical and declined invitations for KE to attend the April workshop or be otherwise involved.

It was therefore a pleasant surprise when two KE social services staff showed up for the first Coordinating Group meeting, apologised for missing the April workshop, and indicated they would be happy to participate in the Coordinating Group.   Unfortunately, without consulting the other members of the project steering team, the acting-convenor set aside the planned agenda and asked the Head of KE Social Services to describe their services and what they saw as the key issues in the district.[15] The invitation to identify key issues came off like an ill-advised, somewhat embarrassing attempt to remind people that the April workshop conclusions were provisional (which everyone knew) and that groups like KE needed to have their say (which was true, but was this the appropriate time). The ensuing presentation and discussion took half of the two hours allotted for the meeting, and completely derailed the planned agenda.

In the little more than one hour remaining, it fell to me to facilitate a discussion to accomplish all the essential tasks on the original agenda. All of this and make assignments of who does what. We managed to get through most of the work, but it was all pretty rushed. A consensus was reached that the main purposes of the Coordinating Group were to develop an Interim Action Plan that included overseeing the activities of the three workstreams; plan the Stage 3 community research and second workshop to finalise a 5-year social development plan; and develop an information/communication plan. The latter would need to include engaging with government agencies on how they could help progress the Interim Action Plan and 5-year strategy. Unfortunately the information/communication plan received only brief consideration due to time constraints. A couple of people suggested we also needed a Vision Statement and everyone agreed to give some thought to this for the next meeting.

We agreed someone needed to be the public face of the project and the Coordinating Group, and be responsible for coming up with a plan. Before the meeting closed, we briefly considered the issue of leadership. The feeling of the group was that the convenor should not be someone not directly linked with the Trust. The convenor would represent the project to the community and lead it forward, so they would need a good grasp of and commitment to the project. Ideally the role would need to be filled no later than the Coordinating Group's next meeting.

Following the meeting, Janice, Robert and I consulted together and agreed the Working Group hadn't had time to accomplish what they needed to. The acting-convenor had not stuck to the agreed agenda and had done a poor job of controlling the discussion with the KE representatives.

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[15] The acting-convenor later explained she did this to secure KE's participation in the project, which turned out to be a fleeting hope as will be seen shortly.

There were also reported instances where she tried to involve groups and individuals who had so far sat on the sidelines by critically questioning the project's aims, organisation and leadership. This was bound to detract from public perceptions of the project and undermine the legitimacy of the Coordinating Group. Since the Trust hadn't resolved the project coordinator issue, we decided a solution might be to recommend that the Board contract this person as a part-time 'project assistant' with administrative duties working under Janice's guidance. I offered to convene Coordinating Group meetings until organisational matters were settled, the Interim Action Plan was in place and we knew whether funding was available for Stage 3. The Board agreed with these recommendations, and the acting-CG convenor was happy to accept the part-time project assistant role until December 2009.

The Coordinating Group met again in early August. An agenda was drafted by the project steering team and circulated for comment. After the welcome and karakia, it was announced that KE representatives had sent notice they would not be attending future meetings and that KE would not to be involved in the project (presumably by decision of the Chief Executive). Several people expressed disappointment given the KE's important role in the community. KE's withdrawal underscored the importance of having a positive communication plan for informing the community and securing buy-in from key groups. Criticisms had begun to surface about lack of follow up from the April workshop, and not involving the wider community.

Before we moved to finalising a workplan, the acting-convenor from the previous meeting reported she had accepted appointment as 'project assistant'. This reopened the leadership discussion from last meeting, which I abbreviated for the stake of time. We concluded that the Coordinating Group needed a permanent convenor as soon as possible, but as no names were immediately suggested I suggested members do networking in the community. In the meantime I offered to continue to convene the meetings, which seemed acceptable. I had the impression most members were a bit uncertain about the future of the project, and were happy to 'make haste slowly' until they saw how things panned out regarding the Trust's support.

The remainder of the meeting was devoted to refining the Interim Action Plan. We began by listing the Coordinating Group's main functions down the left side of a one-year timeline (see **Figure 2**). Then we identified results/outcomes we hoped to achieve under each function by the end of the year, after which we filled in the timeline by brainstorming important initiatives. We used the April workshop report to suggest initiatives and outcomes. We then added the names of the three workstreams to the left of the timeline, and placed key events and proposed actions reported by each workstream leader on the timeline. All this took well over an hour, but in the end we came up with a preliminary workplan (Interim Action Plan) for the Coordinating Group.

Figure 2   **Coordinating Group Workplan 2009-10**

WG Functions & Workstream actions	Schedule of activities												One-year Results/Outcomes
	Jan	Feb	Mar	Ap	May	Jun	July	Aug	Sep	Oct	Nov	Dec	
WG functions													
Workstream 1													
Workstream 2													
Workstream 3													

A draft vision statement, based on input from several members, was also circulated for comment and subsequently adopted at the October meeting (see **Appendix I**). The three workstreams' first monthly reports were also tabled and discussed briefly (see **Figure 3**):

Figure 3   **WSD Project – Monthly Workstream Reports**

Workstream	Activities
Community Transport	After choosing Mahia Peninsula as a likely destination, a questionnaire was circulated amongst potential clients and a proposed route was designed. The proposed route was altered in light of feedback from the questionnaire. Work has progressed to the stage where a proposal has been put to the Land Transport Committee of the HB Regional Council and hope to have positive response by the end of the month. If the funding comes through a feasibility run with a bus from Mahia to town will be trialled for several months. It will run one day per week. The bus will connect with the Intercity buses in Wairoa. The trial will run for several months over the summer period and will need an average occupancy of 19 passengers to break even. The bus will be called "Tipihaere".
Business Association	A meeting was held at Wairoa College chaired by Lee Aitken. Presentations were made by Work & Income on job opportunities and community mapping. There was discussion about following up on one of the main issues identified at the April Workshop around a need to "rebrand" Wairoa. There appeared to be lack of consensus that a business association needed to be re-established, particularly if it included promotion of Wairoa which could be costly. General agreement that it would be useful to been to meet informally once or twice a year to network, share information and hear presentations by guest speakers. One of the members of the workstream had undertaken a survey of businesses to find out their ideas about training needs of current and future employees.
Education & Training	There had been a decision to split into two groups: Secondary, Tertiary and Business and Primary and Preschool. The group met once before Janice resigned as GM and convenor of this group. There are reported issues regarding how to increase preschool enrolment that need to be followed up, and further discussion is needed between local employers and secondary schools on changing skill requirements. A suggestion was made of contacting Employers and Manufacturers Association to arrange a speaker for a November meeting. There is a need for these groups to meet again soon to discuss how contacts and cooperation can be improved across the local education and training sectors.

It became standard practice for the Coordinating Group to discuss and ask questions about each report, and check to see if there was any assistance or support the workstream groups needed from the Coordinating Group. Two of the three groups had not yet identified the specific outcomes they were aiming to achieve, which made Coordinating Group monitoring and accountability difficult. The acting-coordinator was asked to press the two groups for their completed workplans as soon as possible. The consensus was that project momentum was in danger of flagging, and it was important to show progress was being made toward achieving some of the outcomes from the April workshop. A communication/information plan was urgently needed. It had been on the 'to do list' since June, but no one had picked up responsibility for it. The pwas asked to draft a plan and arrange a news story about latest project developments.

In October, I was invited to make a presentation to a meeting of the Electorate Secretaries of the six parliamentary representatives for the East Coast. Word had gotten out about the project, and MPs had asked for more information about it. In early December the Education and Training group convened a half-day workshop with representatives from the education/training sectors and youth programmes in the community. There was an enthusiastic response to the workshop, and

participants agreed it would be valuable to improve information sharing and look for ways of cooperating across the sectors to improve outcomes for youth.

The Project's Submission to the District Council's 2009 LTCCP
As mentioned earlier, the Wairoa Community Development Trust had entered into a memorandum of understanding (MOU) with the District Council when it was established. The idea was to identify synergies between the Trust's aims and functions and those of the Council, and agree on ways they could cooperate for the betterment of the district.

The Council was required by law to consult and revise its existing Long-term Council Community Plan (LTCCP) during 2009. The Mayor and Council CE asked the Board if the Wairoa Social Development project could provide input to the consultation process regarding social outcomes, and the Board agreed with this request. Deadline for submissions was early June 2009. Preparation of the submission had to take place in parallel with editing the April workshop report and launching the Coordinating Group, and someone had to take responsibility for doing it. Since I was coordinating the editing of the workshop report and had Wellington Local Government policy experience, I agreed to lead the work on the submission. The others on the project steering team assisted, Robert from the Council's perspective and Janice from the Trust's.

In the first instance the submission seemed a straight-forward process. All that was needed was to provide an overview of the project for councillors, summarise the findings from the April workshop and provide a copy of the workshop report. As mentioned earlier, the 2006 Wairoa District LTCCP only contained references to Council's support for the Tairawhiti Development Partnership's social development strategy. There was nothing pertaining to or addressing Wairoa's particular social issues. The outcomes and draft strategy from the April community workshop would help address that gap. The fly in the ointment was that when the project steering team met to discuss the submission, Janice informed us the Trust had been lobbying the Council for additional funding and the Trust Chair wanted this funding request included in the LTCCP submission. I urged that the two matters be kept separate so as not to detract from the April workshop report, but the matter was apparently non-negotiable.

Not surprisingly, when the acting-project coordinator and I made our presentation to the Council's LTCCP hearing, we came under heavy questioning not about the April workshop report but why the Trust was requesting more ratepayer money when it already had government (MSD) funding. We tried to clarify that the submission was about the WSD project and not a budget bid by the Trust, but the damage had already been done. The lack of a communication/information plan also came back to haunt us, when a couple of councillors questioned why there hadn't been wider community publicity and involvement in the project.

The final version of the LTCCP 2009-2019 listed the broad social, economic, cultural and environmental outcomes the community wanted to see achieved in the foreseeable future. But apart from these sweeping statements, the Council wasn't specific about social development objectives. There was no reference to measurable draft outcomes identified at the April community workshop or what actions or services the Council might target at advancing social development in the district. The Trust's WSD project was referred to as a key action to progress social outcomes and identify initiatives to achieve these. The final LTCCP indicated that the Council would continue its commitment to participate and support the project (although it declined the Trust's budget request). Incorporating the Trust and the WSD project into the LTCCP as a surrogate for substantive Council action on key social development issues has since proven problematic for the Council, given subsequent developments that I will describe shortly.

Chapter 6 Community research & coordinated 'investments' (Stage 3)

Stage 3 of the Wairoa Social Development project overlapped with implementation of the Interim Action Plan in Stage 3. It primarily involved community research and finalising a district social development strategy. The major steps that were to be undertaken were:
- to plan and implement the community asset research project
- to analyse the research findings and prepare a report
- to convene a second workshop to match community assets to agreed outcomes and activities and prepare a 5 year social development plan, and
- to implement the Wairoa social development strategy.

Background to the community research initiative

The purpose of the community research was to identify resources (assets) and potential partnerships in the community and among government agencies that could achieve the outcomes in the Wairoa Social Development Strategy. Volunteers were sought at the February Working Group meeting to work on the Research Idea (RI) for the Lottery Community Sector Research Committee, but with the tight schedule to prepare for the April workshop we put work on the community research design on hold. After the workshop there was a delay in convening the Coordinating Group, and the RI deadline in June approaching we sought input from the team editing the workshop report and the Trust Board. Based on this input, Janice, Robert and I finalised and submitted the RI.

The approach we adopted – identifying and strategically 'investing' community and stakeholder resources in developing the community – was not something we came up with on our own. We were able to tap into considerable background thinking and practical experience, both overseas and recently in Aotearoa/New Zealand. Overseas the shift in community development had been toward community building led by communities themselves. In particular the pioneering work by Kretzmann and McKnight on "asset-based community development" (ABCD) emphasised a move away from focusing on community needs and deficits, and adopting a strengths-based approach.

In Aotearoa/New Zealand the Department of Internal Affairs under Chief Executive Roger Blakely did some important policy work in the late 1990s on "Strengthening Communities". This was subsequently refined and developed into a "Framework for Developing Sustainable Communities" (DIA, 2002) by the Community Policy team, in collaboration with MSD. The DIA team went on to undertake pilot projects in building sustainable communities, including two under the *Sustainable Auckland Programme of Action* 2003-2005, that explored how to develop a community "asset inventory" and catalyse community-led planning. Perhaps the team's most important contribution was a major literature review and draft government strategy called *Investing in Community Capacity Building* (DIA, 2005). Although MSD has tended to focus during the past decade on strengthening the "community and voluntary sector" and coordinating service delivery in conjunction with local 'providers',[16] there has been an increasing recognition of the importance of also engaging with whole communities as places. To some extent, this recognition has been occasioned by the passage of the Local Government Act 2002 with its emphasis on involving communities in identifying outcomes for well-being and sustainable development.

Some policy advisors claimed when Local Services Mapping (LSM) was introduced that it was an asset inventory providing communities and agencies with ample information to improve coordination of services in every region. That may so, but flaws still remain in LSM that have not been adequately addressed:

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[16] As does the new "Whanau Ora" programme.

1. Mapping government and (government-funded) 'provider' services is only a small part of the comprehensive 'community asset inventory' tool that the ABCD approach has demonstrated is needed for effective community development.

2. Improving the coordination of government services and funding will not necessarily ensure that important problems will be addressed or community development occur. Once again, the 'Field of Dreams' approach to strengthening communities.

3. LSM is usually undertaken at the regional rather than local community level. Certainly the coordination tends to occur at the regional level. This is in part because of the mandate that government agencies sought and received from Cabinet to deal with significant issues (e.g. family violence), improve effectiveness of funding, and respond to 'community outcomes' under the Local Government Act 2002 at a <u>regional level</u>.

4. LSM tends to be carried out in response to government aims and objectives, rather that local community needs and outcomes.

5. LSM often assumes a partnership guise, but in the final instance is government-driven rather than community-driven. Agencies and other stakeholders who agree to participate in an LSM process are ultimately accountable to their Minister, not regional residents or local communities, for how they run their services or what they do with their funding.

For these reasons, the project steering team decided to adopt the ABCD approach to compiling a community resource inventory using the more inclusive 'kete of assets' developed by the Department of Internal Affairs. We intended using this 'kete' in the community strategic planning exercise, whereby community and government representatives would identify coordinated 'investments' of different resources (e.g. services, staff time, contracts, grants, discretionary funding, facilities) to achieve mutually agreed community development outcomes.

The Research Design
The Research Idea prepared by the project steering team set out the need for the research. We argued that there had been a lack of consensus among community groups, the local council and government agencies on the priority social development issues confronting Wairoa and no agreed outcomes around which to coordinate efforts and target resources. To address this problem, we mentioned that the Trust had convened a Working Group that organised the community workshop in April 2009. The workshop was attended by over 60 representatives of community groups, the Wairoa District Council, and government agencies. Participants produced a draft statement of priority issues, desired 5-year outcomes, measures and existing and new initiatives to achieve the outcomes. The statement was being refined and disseminated for further community and agency buy-in. A group was convened following the workshop called the 'Wairoa Social Development Coordinating Group,' comprised of representatives of local community organisations, the Wairoa District Council and government agencies. This group would establish an interim action plan of most do-able initiatives, and work toward developing a 5-year Wairoa Social Development Strategy. This strategic plan we suggested was needed since the Tairawhiti Development Partnership tended to focus at a regional level and did not address the issues specific to Wairoa.

We argued that the 5-year Wairoa Social Development Strategy could not be implemented in a coordinated or effective way without identifying the community 'assets' and government resources that are available across the Wairoa district to target at the agreed outcomes. The research would also identify gaps in community capacity and external resourcing that needed to be addressed. The research would include community surveying and an <u>expanded </u>'services mapping' approach.

The inventory of community assets and agency resources would:

a) enable more efficient and effective targeting of local and central government services and funding to achieve mutually-agreed outcomes under the 5-year Wairoa Social Development Strategy

b) assist community organisations to identify and address their capacity needs,

c) provide information that could be used to establish a community volunteer 'time-bank,' and

d) help progress the aims of the Wairoa District Council's Long-term Council Commuity Plan.

We proposed that the community research team should be led by a Trust-appointed research manager, who it was hoped would continue on as a community development worker to help implement the 5-year strategy. Janice would be involved in research administration, analysis and reporting. I agreed to be the 'research partner' for the project. In June 2009 the LCSR Committee invited us to submit a Full Proposal about our community research project. We notified the Board of the WCDT and the project Coordinating Group at its first meeting, indicating that the project steering team (Robert, Janice and I) would draft the proposal and then seek comments from each group before the final proposal was submitted.

The project steering team aimed to have the final version completed by early September, since other project activities took up most of our time. After circulating a draft to Board and a presentation and discussion with the Coordinating Group in late August, the proposal was completed. We chose the title "Compiling a Community/Stakeholder Asset Inventory for a Wairoa Social Development Strategy". We wanted the title to capture the intention of not simply gathering information, but putting that information into action by implementing the social development strategy. As we stated in the final proposal:

> The research is about more than just compiling an inventory of assets. It is about prioritising, mobilising and investing those resources in a community planning process to develop a 5-year social development strategy. It will include where necessary reviewing and refocusing current 'investments' (community programmes and stakeholder services) to better achieve mutually agreed social development outcomes.   The research team will formulate an analysis framework to analyse the community/stakeholder asset inventory, cross-referenced against the initial outcomes framework from the April 2009 community workshop. The aim of the analysis will be to identify (a) existing activities, networks, partnerships and programmes that appear to be advancing one or more of the key social development outcomes; and (b) potential assets (skills, networks, organisational capacities etc) that could by themselves or in combination with others be invested in a new initiative to progress the 5-year outcomes; and (c) suggest examples of what those initiatives might be.

As background preparation for the proposal, I offered to carry out a brief scan of the literature which we agreed could be expanded on as part of finalising the design and starting the research. We summarised the findings from the literature scan, which I include here since it is a useful summary of important developments in community development both overseas and in this country:

> The literature review focused on (a) identifying the factors that contribute to successful community building, (b) Asset Based Community Development, and (c) Appreciative Inquiry.

A) Community building

Research over several decades in fields such as urban anthropology, sociology, and human geography has documented the ways communities change and the impacts on them (e.g. globalisation, the communication revolution, immigration). We know more about the structural (economic and political) processes by which some urban areas and rural districts become highly valued and developed, while others suffer relative disadvantage and can decline over time. Research has also identified the factors which define strong, resilient communities able to adapt and grow, compared with those who struggle to survive and are dependent on outside support.

Community building is about working with less advantaged communities to discover and enhance the strengths they have, acquire additional capabilities as necessary, and partner with outside stakeholders to address local problems and develop sustainably. A 2005 DIA Community Policy Team literature review identified the main enablers of community building (p 48ff and Appendix C). The consensus from recent literature seems to be that there are two key enablers of strong, resilient communities: community empowerment, and community connectedness and participation.

Community empowerment is a process by which communities and organisations gain mastery over their lives to improve equity and quality of life. It is involves (1) greater local control over decisions and allocation of resources to and for communities; (2) greater self-reliance and devolved responsibility; and (3) effective community governance – particularly strengthening leadership and promoting more capable community organisations.

Community connectedness and participation is about (1) strengthening internal networks and external contacts (bonding, bridging and linking social capital); and (2) fostering all types of community involvement, particularly recognising the importance of informal groups and networks (cf. MSD 2004; UK Home Office 2001).

 The 2005 DIA literature review favours a strengths and assets perspective to community building, presenting a model of 'community assets', and suggesting governments should adopt a strategic investment approach in partnership with communities.

B) Asset-based community development (ABDC)

Asset-based Community Development emerged in urban America during the 1970s as a reaction against the 'deficit approach' to community development. ABCD built on pioneering grass-roots initiatives such as "Fifth City" on Chicago's West Side, where Dr Terrence Loomis worked. Kretzmann and McKnight (1993) call the deficit approach a 'needs-driven dead end' that focuses on problems (e.g. 'needs assessments') and portrays disadvantaged communities as in constant need of outside assistance. By adopting this perspective, local leaders construct local residents as 'clients,' overlook the capabilities and resources in their midst, and become trapped in divisive competition for recognition and funding.

ABCD uses the glass-half-full analogy rather than half-empty. Communities that have experienced traumatic change or protracted disadvantage are not necessarily 'weak', nor do they have to be victims of structural processes or outside 'assistance'. They need to break out of the dependency cycle, by discovering, appreciating and mobilising the capabilities and resources they DO have in order to progress their own development. They know their local situation best. They should decide where they want to go and what works best to get there. Kretzmann and McKnight present a detailed guide, based on US and overseas experience,

suggesting ways communities can identify and mobilise their assets, and enter into authentic partnerships with stakeholders to achieve agreed outcomes. The model of community assets in the 2005 DIA literature review is more holistic than Kretzmann and McKnight's inventory, and is intended to be used by communities interested in broader sustainable development.

ABCD stresses that to be effective, the 'research process' must be community-driven and strengthen local capabilities, particularly leadership (empowerment) and partnerships (community connectedness)

C) Appreciative Inquiry (AI)

Appreciative Inquiry was developed about the same time as ABCD, initially in the field of Management Studies and utilised as an organisational change process. In recent years AI has been adapted to community work and community development, though not without certain challenges in the translation. A key insight of AI, borrowing from the sociology of knowledge, is that what we focus on, the language we use and the way we frame questions creates our reality. Or at least it is a basic tool for attempting to shape reality and influence behaviour (as propagandists, politicians, and social marketers are aware). AI proponents are fond of quoting Albert Einstein that "No problem can be solved from the same level of consciousness that created it. We must learn to see the world anew".

Appreciative Inquiry shares the same aversion as ABCD to the problem-focused, needs/deficit approach. An authentic change process (organisational or community) should be inclusive and engage everyone's insights in the research process. It should build toward a positive future, appreciating what was great in the past, what could be, and identifying the strengths the organisation or community has to reach the desired future.

AI is based on a four-stage inquiry process, often referred to as the 4D model: Discovery, Dream, Design and Destiny (deliver). Throughout the collective inquiry process, the emphasis is on shaping the dialogue and questioning in a positive, future-oriented way. For communities, the shift in approach is from listing 'needs' and apportioning blame for lack of progress (often to justify existing programmes and funding) to telling stories about what worked well in the past, envisioning new outcomes, and appreciating the gifts the community has to achieve these outcomes.

The stated purpose of the project was to compile an inventory of community and external stakeholder assets that could be invested in achieving a 5-year social development strategy for Wairoa. 'Social development' was understood broadly as encompassing the areas of income and employment; education and training; health and recreation (whanau ora); justice and safety; and housing and community infrastructure.

The main questions our research sought to address were:

1) What assets and resources are available within, or committed to, the Wairoa district to promote social development?

2) How can the research be implemented in a way that effectively engages the community, fosters new leadership, and builds the research capability of local people and organisations participating in the research?

3) How can the research findings be utilised to enhance community participation and strengthen community organisations?

4) What analytic framework would provide the most useful, intelligible input to a community/stakeholder social development planning process?

The research was to be done in a five interrelated steps, which we portrayed in an overview diagram (see **Appendix J**).

The Outcome of the Lottery Funding Application
With the mid-September Full Proposal deadline looming, the project steering team met twice with the Board trustees. The first time was to brief them and get feed-back, and the second (the Trust's AGM) was to get trustees' final sign off before the proposal was submitted to the Lottery Board. At the AGM, I highlighted the budget, staffing and capacity building aspects of the proposal. I wanted to be sure the trustees understood they were committing themselves not only to sponsoring this major district-wide initiative (Part 3 of the WSD project), but to being involved and hopefully picking up new skills. All of this had implications for their time. There was little comment about the proposal at the time. Trustees seemed primarily interested in the amount of funding the Trust might receive. It wasn't until two months later that the Board Chair mentioned in passing that he'd heard after the AGM that some trustees weren't enthusiastic about the need for greater trustee involvement in the WSD project. By this time, things were beginning to unravel regarding the Trust's operational capacity and its perceived ability to support the project.

We had similar discussions about the research with the project Coordinating Group at their September meeting, noting that the group would be responsible for coordinating the research.   We discussed what would be involved in the community research, what would come out of it, and how we'd use the results to implement the Social Development Strategy. I noted that a particular challenge would be involving key government agencies and getting them to commit to reviewing their discretionary funding and services to achieve agreed social development outcomes. This was because they were already committed to working though the Tairawhiti Development Partnership to pursue a regional social development strategy.

In December 2009, the LCSR committee awarded a grant of $98,500 for the project, and congratulated the Trust on an exemplary proposal. Stage 3 of the project could proceed! The project steering team conferred and agreed to convene a meeting of the Coordinating Group as soon as people returned from Christmas holidays to plan for the community research.

Chapter 7   The project is unexpectedly wound up

Shortly after the August Coordinating Group meeting, at which we discussed how to maintain project momentum, came news that Janice had tendered her resignation as General Manager effective from the Trust's September AGM. Privately she indicated she'd been asked to take on too many extra responsibilities and was reaching burn-out. This was potentially a serious set-back for the WSD project and the Trust's emerging role in the district. I say 'potentially' serious because the Trust Board had several options, but they would need to confront decisions they'd been postponing about staffing and programme scope. These in turn depended on funding and on what trustees perceived to be the main purposes of the Trust.

It was apparent by the AGM agenda and discussion that neither the Chair nor Board had given much attention to identifying options or making decisions about Trust staffing and programme. They needed to find a GM and a WSD project coordinator, unless the GM's job description was rewritten to include the latter role. Robert had drafted a revised GM job description some weeks earlier, but nothing had been done about advertising the position. At one point the Chairman and one of trustees joked that perhaps I should take over as GM, but I reminded them my role was to be a project facilitator and mentor. Hiring a GM was now doubly urgent since it was reported that MSD, who had provided major funding for the Trust's programme of activities, had not been receiving required accountability reports.   The Ministry had given notice that it would be reviewing final year funding unless satisfactory reports were received. The reports were the responsibility of the GM, so the Trust found itself in a classic 'Catch 22' situation: having to hire a new GM while their financial situation was uncertain, and which could only be sorted out by hiring a new GM. Doing nothing was not an option...or so it seemed.

At the project steering team meeting a week later, Robert undertook to clarify the Trust's relationship to the project at the October Board meeting. He also indicated before went on an overseas trip he had planned, he would follow up with the Board Chair about the GM job description, so the recruitment process could get under way. Nevertheless, by December no action had been taken on advertising the Trust's GM position or submitting the MSD reports. Neither had there been any clarification of the Trust's future intentions regarding the WSD project. The Coordinating Group was in limbo. Robert informed the Chair he would be resigning his trustee position at the end of the year due to the increased demands of his District Council work.

The situation regarding project momentum was now becoming serious, as well as for the Trust's operations and programme. With a decision immanent about the Lottery Community Sector Research Committee research application, I sought urgent discussions with Robert and the Trust Chairman. It was agreed that advertising the GM position would be on the Board's meeting agenda in mid-December. I also mentioned that if the community research proposal was funded, a 'research manager' would need to be hired for a year. This person could also take on the role of WSD project coordinator if necessary, since the community research constituted Stage 3 of the project. The Chair agreed that steps to appoint someone should be taken as soon as word about successful application was received. I was also asked to draft a publicity release about the grant for the trustees to consider. Robert mentioned the approaching deadline for applying for a three-year, $240,000 Community Development Scheme grant from the Department of Internal Affairs. We all agreed this might be an ideal way of addressing the Trust's capacity development issues, as well as having a 'community development worker' who could assist with the community research and afterwards lead the implementation of the Social Development Strategy that was supposed to result from the research project.

The Trust Board met for its last meeting of 2009 on December 14. The vacant GM position and the MSD funding issue were discussed together, since one was dependent upon the other. A local businessman[17], who had prepared the original MSD funding proposal and regularly advised the Chairman on budget matters, argued that the Trust shouldn't replace the GM or undertake additional commitments until the status of MSD funding was clarified. The deadline for an accountability report and request for continued funding was early February. Once again the Board faced a Catch 22 situation: the Trust had no staff to prepare the report and no trustee volunteered. The Chairman therefore asked a station owner who had been providing part-time accounting services to the Trust if she would prepare the report and revised budget bid. I offered to assist her.

I was then asked to report on the WSD project. I informed the Board that they would soon be receiving formal notice that their Lottery research application had been successful. I suggested that issues around appointment of a research manager, ongoing support for the WSD Coordinating Group, and Trust capacity building be given urgent attention at their first meeting in the New Year. The possibility of a Community Development Scheme (CDS) grant application to DIA was raised. Given their previous discussion, this triggered alarm bells for a couple of trustees and the local businessman, who cautioned against 'rushing ahead' with the WSD project until funding and staff issues were sorted out. They argued the Trust was already committed to several projects, most notably the annual Lake-to-Lighthouse multisport event which was considered a major promotional tool for the community. They suggested that the Board should consider retrenching, and focusing on current projects that had managers and funding. I commented that this seemed like a quick fix but didn't really address how the Trust was going to get onto a stable footing. What happened when funding for these projects ran out? The Trust needed to put the people, structures and financing in place to be sustainable over the long haul.

In early January I met with the Chairman at his farm to discuss what steps should be taken regarding the community research project and Trust capacity issues. Finding a research manager (preferably local) with the right skills, experience and trustworthiness to oversee the research was going to be difficult. I emphasised my willingness to help train and mentor someone who could lead the research and potentially carry on as community development coordinator with the Trust after the research was done. We agreed that I should draft a job description, and that the station owner doing volunteer work with the Trust could step in as acting-coordinator of the WSD project. The Chairman also agreed it would useful to meet with the regional DIA funding advisor to discuss applying for a Community Development Scheme (CDS) grant. We met with Robert a fortnight later to discuss the content of the CDS application.

The Board met again the first week of February 2010 to receive updates on the MSD funding situation, the WSD project, application for a Community Development Scheme (CDS) grant, and staffing issues. This time only the Chair and trustees were in attendance. The acting-WSD project coordinator and I reported we had completed the revised milestones and budget plan for MSD while we were attending a community development conference in Auckland. I was directed to inform MSD that trustees were also "confident of appointing a new GM within the next month". Trustees were advised of the Lottery grant, and that research manager needed to be appointed. They noted this, though without giving the explicit go-ahead, and agreed that work should proceed on the CDS application. This was in contrast to the December meeting where retrenchment was discussed.

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[17] This same local businessman was the Director of the Lake to Lighthouse multisport event. According to media reports, L2L has struggled to survive. Although the Director claimed (Wairoa Star 23, Nov 2010) that the event brought a total of $100,000 to the local economy over the past three years, it has only broken even and its future is in doubt.

A fortnight later I received an email from the Chairman, recapping the difficulties the Trust had had finding someone to step into the GM role and offering me the position for six months. I declined the offer, citing the need for someone local to oversee the Trust's programme and coordinate the WSD project, with me in a mentoring and support role. Since the Chairman and trustees couldn't identify anyone locally they felt was suitable, and weren't willing to advertise, the crisis regarding GM position deepened. I also learned that someone associated with the Trust was actively lobbying against the acting-WSD project coordinator's appointment. Given all the uncertainty, the Chairman agreed to submitting a revised research plan to the Lottery committee postponing the start of the research project.

By the end of February matters were still up in the air, and the deadline for the Community Development Scheme application was only three weeks away. The DIA funding advisor from Napier and I therefore arranged an urgent meeting with the Trust Chairman in Wairoa. At the meeting, we reviewed the staffing and funding issues facing the Trust and attempted to identify some options. We noted that (a) the Lottery Board had awarded the Trust $98,500 for Stage 3 of the WSD project; (b) the acting-WSD coordinator and I were prepared to work together to convene the project Coordinating Group, carry out the research and finalise the Wairoa social development strategic plan; and (c) there was a strong prospect that a Trust application for a three-year CDS grant to implement the strategic plan and build Trust capacity would be successful. I was asked to write up a two-page options paper to circulate to trustees. The paper explored two options: **Option 1** - **retrenchment,** sticking with a few existing projects that had individual managers; or **Option 2** - **expansion and capacity building**, proceeding with the WSD project and Trust capacity building. It was also agreed I should convene a meeting of the Coordinating Group, who had heard nothing since November. I scheduled the meeting for ten days later, advising members I hoped to be able to inform them about the Lottery research grant and the Trust Board's intentions regarding the WSD project. I suggested to the Chairman that we set Friday noon before the Monday Coordinating Group meeting as the deadline for the trustees' to reach a decision or the meeting should be cancelled.

By the deadline, I had received no further information and do not know whether the Board actually met. I therefore emailed the Chairman that I since I had heard nothing more, I would cancel the Coordinating Group meeting. I decided not to proceed with the meeting since I would have had to defend the Trust (which I did not feel I could do) and divulge information about the Lottery and CDS grants which I was not in a position to reveal. Later that afternoon, I emailed the members advising them that since the information had not been received the meeting was cancelled. Shortly afterward, the Chairman emailed me repeating that the trust did not have the capacity to continue leading this (WSD) project "from either a financial or managerial point of view". He also implied that MSD funding for the coming year was likely to be withdrawn, and the Trust had decided to focus on a few existing projects. Effectively, the 'Retrenchment' option. It is not clear whether this decision was taken by the full Board and/or whether the options paper had been considered in reaching the decision. I was asked by the Chairman to draft a letter to the Lottery Community Sector Research Committee, returning the grant.

Shortly afterwards, the Chairman emailed Coordinating Group members expressing surprise that the meeting had been cancelled, since 'good progress' was being made with the WSD project. However, he repeated his message to me that the Trust lacked the resources to lead Stage 2 (neglecting to mention the Lottery research grant and the likelihood of a $240,000 CDS grant), and would be focusing other projects. He suggested there were 'leadership and funding options' within the Coordinating Group itself to carry on the project.

I subsequently replied to several subsequent emails and phone calls from Coordinating Group members, suggesting they urgently approach the Trust (and/or Lottery Board) for further details. I

knew the Lottery grant was in jeopardy and the CDS grant application deadline was a fortnight away. Unfortunately, no one took any further action and the funding opportunities were eventually passed over. What also does not seem to have been appreciated at the time was that by withdrawing support and involvement in the WSD project, the Trust compromised its community development role in the community and abrogated its MOU partnership agreement with the Wairoa District Council. Cancelling the WSD project also invalidated portions of the Social Development section in the Council's 2009 LTCCP. To date I don't believe anyone in the Trust, the Council, or the wider community has followed up on these issues.

It is disappointing, and puzzling, that the Trust decided to withdraw from the WSD project in favour of an ostensibly 'safe' retrenchment option when the Lottery research funding and likely CDS grant would have enabled them to (a) undertake the community research project, (b) acquire a community development officer, and (c) build capacity to become a sustainable and influential organisation in the community. Looking back on the Trust's decision, I can't help being reminded of the story of the disciple Peter trying to walk on water and losing his nerve when he saw the strength of the wind and waves (community needs and demands?).

Epilogue
Although the project has been wound up, the District Council and community groups have built on it to continue improving cooperation and launching new initiatives to address local issues. The occasional outbreak of gang violence, concerns over at-risk youth and families, and the struggling local economy have motivated people who care about their community to keep trying.

The WSD project certainly assisted these efforts. In July 2010 for example Mayor Les Probert and MP Chris Tremain invited a number of community representatives to form a working group to develop a "Community Strategy" with particular focus on youth education and employment. They picked up on the idea from the WSD project of developing an inventory of discretionary funding (around $2 million in 2009) and services committed to Wairoa and finding ways to improve coordination and targeting of these resources to achieve better results for the community's young people. Their enquires confirmed interviews at the beginning of the WSD project that there was no overall strategy and lack of coordination among Ministries (e.g. funding) and community groups.

The working group first met in mid-September 2010. There was support for developing an agreed strategy and coordinated approach, though not by the public submissions process. Instead, it was suggested the group draft a strategy after consulting youth and youth sector workers. This would then be circulated for comment within the community and among government ministries, before being finalised. In the meantime the Mayor and MP Tremain agreed to meet with regional managers and canvass their willingness to be involved and in principle review how their discretionary funding was targeted. This proved the sticking point in the end. As much as government agencies talk these days about working 'across silos,' they're essentially stuck in them at least where local communities are concerned. Not surprisingly, Tremain reported back to the Wairoa working group in a letter in November 2010 that:

> "The reality is that many arms of Government initiate their <u>own strategies</u> to effect youth employment and [are expected] to report on these outcomes. Ministers of Government are held to these [departmental] outcomes and as a result there is *not a lot of flexibility at the community level* [sic]. Feedback from Ministers was that a Wairoa-only strategy under current Government initiatives would be difficult."

The good news was that the Ministers of MSD and Health were considering adopting a new approach along the lines advocated by the Wairoa working group. In February 2011 a hint was

provided about the 'approach' when the government working group on welfare reform reported back. They recommended Government adopt a <u>coordinated investment approach</u> whereby Ministries would use resources more effectively around agreed local outcomes to achieve better results.[18]

In late March, a newly-appointed Hawke's Bay/East Coast Community Response Model (CRM) panel met with Wairoa community groups and organisations to explain the new model. CRM regional panels were established to consider applications to a Community Response Fund and make recommendations to the Minister for Social Development and Employment on a medium-term plan for improving support for families in the region. The aim is to encourage new community-based solutions rather than business as usual. It is to be hoped the regional panel will take account of previous community strategising efforts like the WSD project in seeking to improve government's investments in regional social development.

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[18] Ironically, this was similar to the approach recommended in 2005 by the Department of Internal Affairs' report *Investing in Community Capacity Building.* Innovative ideas sometimes take a while to percolate through the public policy system.

Chapter 8 Reflections and Lessons Learned

There are some sobering lessons in all this about project facilitation, volunteerism, community leadership, and organisational capacity building. I'll conclude this account with some insights I've gained from the Wairoa community planning experience. Call them lessons if you will - the term 'learnings' is a bit too insipid for my taste, but I hesitate to call them 'words of wisdom'. Anyway, they mean something to me and will hopefully inform my practice in future. Some may also resonate with you, though you'll no doubt discover other insights or tools relevant to your own situation.

1. *When organising a "community-led" project, clarify roles and expectations first.*

    In the earlier section on Scoping the Project, I questioned why the Board, the steering team and I seemed to be talking past one another. And why my requests for trustee involvement and appointment of a project coordinator caused ructions even before the project was fully underway. I concluded trustees hadn't adequately considered the project proposal or consulted together about the subsequent project plan (and my contract). I had also deferred a discussion of roles and responsibilities at our first meeting that could have drawn out some of their concerns before we got started. In hindsight an obvious solution would have been to devote part of the Board's first meeting of 2009 to discussing the WSD project plan, and reaching a consensus about roles and expectations. There are many of examples across the country of successful multi-stakeholder partnerships.   Some of these have adopted what's called a **working together agreement**, and I'd certainly recommend this for community-led initiatives. The agreement doesn't have to be a formal document. Bullet-points in meeting minutes will do. Just as long as all the parties have had a chance to sit down face to face and reach explicit agreement on what everyone expects from the relationship, how it's to be organised, and who will play what roles.

2. *Beware the facilitator role*

    By 'beware,' I mean two things. First – and here I'm primarily talking to members of community organisations – most facilitators tend to have a hidden agenda. Due to their professional training, they're usually on about 'process' and (let's be frank) control of that process rather than achieving substantive changes within an organisation or a community. I'll admit I've been chided once or twice over the years for being too results-driven, and I'm secretly rather proud of that. To paraphrase Lincoln[19], communities can be hoodwinked some of the time into believing that the **process** of discussing, planning, and/or running a programme is more important than actually **achieving results**. But not all of the time. People want a better community and expect local problems to eventually be dealt with.

    Second, at the risk of stating the obvious, there's no set script for playing the facilitator role. It requires constant adaptation and a bit of skill, because you have to get out of the way and enable others to lead. Depending on circumstances, I've found myself playing roles like

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[19] In 1858, Abraham Lincoln gave a speech in Clinton, Illinois to which the following quotation has been attributed[4]:

" You can fool all of the people some of the time and some of the people all of the time, but you cannot fool all of the people all of the time.   Source: Wikipedia.

practical visionary, questioner, broker, social entrepreneur and coach – admittedly one who's focused on winning. The main thing is having a commitment to make things happen.

3. *Start building capacity at the beginning of a project, not when a crisis hits*.

The experience of the Wairoa Community Development Trust is really just an illustration of the capacity building issues lots of community groups face. From my first meeting with trustees, I made it clear I would not lead the project or be some kind of "visiting expert". If this was going to be a community-led effort, they and the GM were going to have to be at the forefront. In the end only two trustees attended the community workshop and key meetings. The GM was only able to play a part-time support role due to multiple commitments.

In hindsight my main mistake, besides not making an opportunity to clarify roles and expectations, was in not assuming that the Trust – like most normal community organisations – would have capacity and funding issues that I needed to know about and be prepared to help address. In the euphoria of getting started with the project, I subconsciously adopted a 'don't ask, don't tell' policy – assuming everything was fine until cracks started appearing around Trust decision-making, management and funding issues. I should have asked more questions at the outset and consulted the GM and Chairman about **developing a capacity building plan**. I had done quite a bit on capacity building while heading up the Development Studies Department at Waikato University (c.f. Loomis, 2000)[20] and later at the Department of Internal Affairs. I was also the Ministry of Social Development had done a survey in 2004 on the capacity needs of community and voluntary organisations, and had developed online resources for the sector. As Di Paton (2006) found in her report for the ASB Trust, there are lots of resources available to C&V organisations. The problem is that few funders include capacity building in their funding, and there's a lack of effective conduits between capacity building providers/services and the organisations who need them.

Anyway, I guess the message here is "Managing or facilitating a community-led project can't be separated from capacity building." They're inextricably linked.

4. *Keep the community informed and involved*

There was considerable cynicism and suspicion in the community from previous bad experiences with community planning. I trusted too much of the follow up on working group meetings and the April workshop to the GM, who had little time for anything other than mail-outs and email notices. Although the project steering team discussed an ongoing community promotion and information plan, no one picked up this job following the April workshop. As a result, criticism began to circulate that the workshop was not sufficiently representative of the

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[20] This guide identified the key components of community/organisation capacity as:
- governance arrangements/leadership
- organisational structures
- policies
- systems
- procedures
- infrastructure
- resources – sustainable funding
- people/human resources
- networks
- codes, values and practices

whole community (lack of publicity meant many didn't hear about it). The Coordinating Group also discussed the need for a communication plan at their July and August meetings, but the project assistant delayed developing a plan with other work pressing. By October, doubts about the Trust's capacity and ongoing support for the project led to postponement of further Coordinating Group meetings.

The lesson here probably is that success doesn't just depend on the hard work of a few dedicated people for a short time. It's about maintaining information flows, getting the news out about positive results, and providing opportunities for people to get involved. It's also about maintaining contacts with important stakeholders outside the community, and securing their buy-in at crucial junctures. In a community-led project **communication needs to be a priority, not an afterthought**.

5. *Maintain project momentum*

I firmly believe momentum is the key to any successful community development project. By that I mean keeping things moving through regular communication, attention to detail in preparation, and following-up. To maintain momentum, there have to be clear responsibilities and accountability. Did people do what they said they would do? I've noticed that in community projects, people are often afraid to hold one another accountable. They make excuses for one another, perhaps because they're afraid someone will be offended and walk out. Or because unaccomplished assignments don't matter. But invariably they do matter to project momentum and success. Excuses don't wash in the private or public sectors, and they don't get things done in communities either.

Admittedly working with community volunteers is different from dealing with people under contract. The key to voluntary accountability is reaching common agreement early on about what the group is trying to achieve (outcomes), and being explicit about what everyone's roles and responsibilities are. Reflecting on the WSD project, I assumed the GM would be accountable for recruiting meetings, ensure people attended, and follow up on decisions of the working group and Coordinating Group. She was simply too busy and lacked community development experience, the trustees (other than Robert) weren't available to help and the Board procrastinated in appointing a project coordinator until too late.

Having said that, even if you have agreed outcomes, a detailed project workplan and clear assignments it's sometimes useful to just **stop and have a reality check**. Maybe set aside an hour at a regular meeting, or a schedule a half-day workshop and ask:
- Where are we?
- What have we been try to achieve?
- What went well, and what didn't get done and why? (what impediments were met?)
- What needs to be done next week?
- Who's going to do what (assignments), AND what do you need to get the job done?

6. *Be aware of the 'elephant in the room'*

Communities who come together to tackle a problem or develop a plan sometimes have a BIG issue that goes unspoken. It may never get addressed precisely because it's pushed into the background. Sometimes it's because people really do believe the myth of 'the harmonious community'. Sometimes it's because this BIG issue is so obvious it's simply taken for granted (except by outsiders), and all the solutions people propose are implicitly assumed to deal with

this BIG issue. Sometimes the BIG issue arises from, and is sustained by, what Blackshaw (2010) calls the "dark side of community".

In the case of Wairoa, what people were reluctant to talk about – at least in public workshops – was the gang problem and violence in the community generally. It's left to the Police and courts to handle. Gangs in a sense are 'outside' the 'community,' at least for those individuals, families and youth who are not actively involved in the gang culture. Community leaders tend to portray it as a PR problem. I've worked in the inner cities of Chicago, Detroit, Minneapolis and Sydney so I know a little bit about gangs, their complexity as organisations and individuals, and how they're perceived by their communities. Certainly at some point in the WSD project, it would have seemed necessary to look more deeply into the 'youth issue' that everyone was so concerned about. Yet for most of the project, the so-called gang problem was not explicitly raised.

I say 'for most of the project' because at the April 2009 workshop, the Justice and Community Safety small group actually did confront the issue in an insightful way. In fact it was so apparently off the wall that they asked me as workshop facilitator to sit in and comment on their work. What they had done was place *violence* (specifically gang and family violence) at the bull's-eye of a target on butcher's paper, with connecting lines radiating out to circles containing (a) youth problems (poor educational outcomes, drugs and alcohol abuse, unemployment, bright youth leaving, family dysfunction), (b) community safety concerns, and then to the widest circle (c) structural problems (lack of economic development, lack of employment opportunities, Maori cultural issues and marginalisation). I commented at the time I thought it was quite an interesting diagram, but by the time the group reported back at the end of the day I still hadn't realised the importance of their insight. They'd actually named the 'elephant in the room' and suggested it was about more than just gangs per se. I was too slow to recognise their insight, or to build on it in the closing plenary session. The draft action plan may have taken a different focus (e.g. around youth and violence issues) if we had better identified the elephant.

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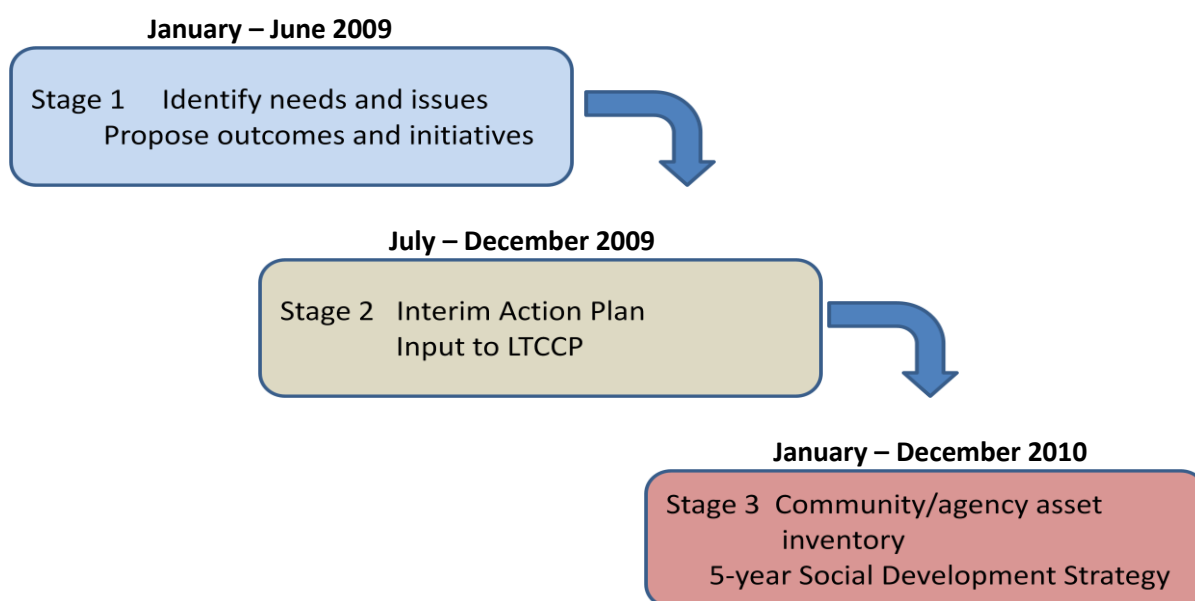
Appendices

A. Wairoa Social Development project overview

B. Summary of findings from key contact interviews

C. Summary of the *Wairoa Social Profile and Trends* background paper

D. Summary: Issues and Needs Analysis

E. April 2009 small group facilitators and recorders Guide

F. April 2009 workshop programme and procedures

G. April 2009 workshop – Facilitator's Opening Presentation

H. Wairoa Social Issues and 5-Year Outcomes Report

I. Coordinating Group Vision Statement

J. Overview of the Wairoa Community Research Project

Wairoa Social Development project overview

Three stages

January – June 2009

Stage 1   Identify needs and issues
        Propose outcomes and initiatives

July – December 2009

Stage 2   Interim Action Plan
        Input to LTCCP

January – December 2010

Stage 3 Community/agency asset
        inventory
        5-year Social Development Strategy

Appendix B

Summary of Findings from Key Contact Interviews		
Issues	**Risks**	**Possible responses**
1. Contract-driven, piecemeal programmes and services or one-off initiatives. Lack of coordination where multiple programmes exist.	Patch protection (defensiveness). Aversion to scrutiny of performance and cooperation.	a) Discuss piecemeal services with funding agencies, and potential remedies. b) Involve community groups, tangata whenua, WDC and external stakeholders in prioritising needs and identifying agreed outcomes.
2. Lack of consensus among community groups and government agencies on priority social development needs, vision and outcomes for Wairoa.	Unhelpful competition. Inefficient and ineffective use of resources and capacity, leading to mixed results.	a) Involve community groups, tangata whenua, WDC and external stakeholders in prioritising needs and identifying agreed outcomes. b) WDC includes agreed social development outcomes in the next LTCCP.
3. Uncertainty of funding, or inappropriate allocation of funding.	Support doesn't get to where it is needed. Community groups in key areas spend too much time seeking funding. Patchy coordination among agencies.	a) Involve Community groups, WDC and external stakeholders in development of a social development strategy. b) WDC agrees to support social development initiatives.
4. Ad hoc or poorly run initiatives due to lack of capability, misplaced enthusiasm or lack of an agreed social development strategy.	Ineffective use of community resources and enthusiasm. Burn out and cynicism.	a) Develop an agreed social development strategy. b) Professional development and capability building to assist groups in priority areas.
5. WCDT seen by some as a WDC-dominated organisation, established without real consultation, holding (misusing?) a pot of government money, claiming credit for or usurping the work that 'coal face' groups are doing.	Lack of support or buy-in for any community-wide social development planning or action led by the WCDT (the Social Devt project exacerbates poor perceptions of the Trust). Inability to recruit and facilitate a representative working group (the WCDT ends up trying to lead the initiative without wide buy-in).	a) Add strong non-WDC trustees to the Trust. b) Meet with potential working group members (widely representative) to work through concerns, review the proposed social development project, establish their authority to lead the planning, and the support role of the WCDT. c) Publicise the social development project, the working group and the role of the WCDT.

Appendix C

Wairoa District Social Development Project

Background Paper:
Wairoa Social Profile and Trends

April 2009

Prepared for the Wairoa Community Development Trust by
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Summary of key facts and their implications

Section 1: Demographics

- The District's population has declined 16% since 1991 and is predicted to decline a further 22% by 2026. The number of people in the productive 25-64 age range will decline the most, which will have implications for business, rates and public services.

- The East Coast attracts few overseas migrants (3%) compared with the rest of the country.

- People tend to leave for employment and education purposes, and come to the District for social, accommodation, or lifestyle reasons. The current economic downturn is likely to reinforce these trends.

- There has been a decline in one and two family households and an increase in multiple family households.

- The District population is becoming more Maori-based, with fewer Pakeha. 71% of youth are Maori, and the kaumatua population is expected to double in the next 20 years.

- Population trends and immigration patterns suggest there will be fewer young people and more elderly. The majority of elderly will tend to have low incomes and no savings. There are implications for educational institutions and youth programmes, as well as for meeting the needs of the elderly.

- Most rural areas and villages will lose proportionately more people than Wairoa itself. Services in and to these areas could be more costly to provide and maintain for fewer people.

Section 2: Employment and Income

- 62% of Wairoa District's 15+ population was in paid employment at the 2006 Census, but 20% of these were in part-time work. More people were on casual and part-time employment over the past year.

- The District's unemployment rate is estimated to be over 8% at present. Maori and youth are being particularly hard hit by the economic downturn, and will require assistance and additional initiatives.

- More young people are receiving the unemployment benefit, and more elderly are receiving Superannuation and other assistance than at the 2006 Census.

- The District's average income is $4,300 below the national average; 38% of people with an income earn less than $20k. Maori and youth are worst affected and disparities are widening at present.

- Wairoa District has less than half (8.4%) the national average of people earning $50k or more.

- More of the District's population live in low socioeconomic decile 10 areas since 2001 – mainly within Wairoa. But overall deprivation is not so concentrated – more people live in lower decile (rural) areas.

Section 3: Education and Training

- In Wairoa District, 10% fewer people aged 15+ have a post-school qualification than the national average.

- Almost 20% have no formal qualifications compared with the country as a whole; 47% of Maori have no formal qualifications.

- In recent years, Wairoa District has had a high proportion of students leaving school with no qualifications. However, there has been a steady improvement over time. In 2007, 67% of students gained NCEA L1 or higher.

- In 2006, 32% of District school leavers gained NCEA Level 2 or higher, while in 2009 the figure was 51%.

- Around 40% of District school leavers go on to tertiary education, compared with 65% nationally; half of these enrol in polytechs while only 20% go to university (versus 44% nationally).

- Wairoa District had the highest youth NEET rate (not in education, employment or training) in the East Coast Hawke's Bay region at 23.1%, which was the fourth highest rate in New Zealand.

- While the District's truancy rate has tended to above the national average, there have been recent improvements. The national truancy rate target for secondary schools in 2007 and 2008 was 6%. Wairoa College's rate was 4.1% in 2007 and 5.3% in 2008.

Section 4: Justice and Community Safety

- Over recent years crimes of dishonesty (theft, burglary) and violent offending in Wairoa have been significantly higher than for the Eastern District as a whole, confirming they are high priority community justice issues. MSD reports that rates of family violence remain high.

- Property abuse and property damage offences in Wairoa, typically committed by youth, are dramatically down on similar offending across the Eastern District as a whole over the past year. In the current year to date youth apprehensions are only 13% of all offending, suggesting community and Police initiatives are having an effect.

- Drugs and anti-social behaviour in Wairoa are slightly up on similar offending across the Eastern District, while sexual crimes are notably higher, though the number of cases for Wairoa is small.

- Previous reports and community consultations indicate people are particularly concerned about inadequate police presence in rural areas, gang violence, at risk youth on the streets, and people being isolated from community networks and participation (particularly the elderly).

Section 5: Health and Recreation

- The District continues to struggle with retention of experienced and appropriately skilled health professionals. This will hamper efforts to improve overall health standards as well as addressing issues of access for people on low incomes, in remote areas and/or with special needs.

- Two particular concerns for the District are poor child and youth health outcomes (especially Maori), and health challenges arising from an ageing population.

- Avoidable deaths and avoidable hospitalisations are high for the region compared to national figures. The rate is considerably higher for Maori and Pacific people.

- Cardiovascular heart disease and cancer are the two leading causes of death for people in the Hawke's Bay region. Rates for Maori and Pacific people are higher than for others.

- For children in Wairoa District, asthma hospitalisations have trended down, the incidence of pre-school ear problems has declined, but the dental health of 5-year olds has worsened.

- Among the District's youth, the incidence of teenage pregnancies has gone down but rates of STDs remain high.

- Unhealthy lifestyles such as smoking, lack of exercise, poor nutrition and obesity contribute to poor health outcomes. For the Hawke's Bay as a whole, more people smoke and are obese than the national average (particularly among Maori and Pacific people).

Section 6: Housing and Community Infrastructure

- At the 2006 Census, 53.4% of households in the District owned their home, compared with 54.5% nationally. Homeownership is higher in Wairoa Township than rural areas.
- Fewer than 43% of Maori owned their homes in 2006.
- Affordable housing (home ownership) remains a problem; young couples on low incomes in particular have difficulty obtaining and servicing a mortgage.
- Some iwi and whanau are interested in building on Maori land if lending security issues, legal barriers and local regulations can be overcome.
- With more young Maori households on low incomes, the demand for rental housing is likely to increase.
- An increasing portion of elderly people and kaumatua have little or no savings or assets at retirement, and are reliant solely on New Zealand Superannuation. They will require additional support and assistance from local services.
- Rising unemployment, low incomes and elderly in financial stress will place growing demand for State and community housing. Government finances are tight, and the District Council does not plan to provide more housing.
- In recent years, District residents have called for improvements in different aspects of community infrastructure including better footpaths, street lighting, and parking in Wairoa; wandering stock and dogs, upgrading of drains and culverts, and poor refuse and telecoms facilities in rural areas; and better protection of native bush and waterways from environmental damage.

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Wairoa Social Development Project
Summary: Issues and Needs analysis[21]

Sector	Key issues	Details	Priority needs	Main groups affected
Employment &Income	Rising unemployment and under-employment	A gap between available employment opportunities and local workforce skills A trend to more part-time and low paid jobs	In sectors like pastoral agriculture and horticulture attracting committed labour, providing structured career paths, improving the standard of on-job training , and improving employer people-management and cultural skills	Youth Working age adults Maori
	Long-term district population decline	More people leaving (esp. for economic and educational reasons) than arriving (esp. for social/family reasons). An ageing population (the number of Maori kaumatua is doubling; more elderly are arriving)	Supporting the development and diversification of business and industry (esp. SMEs) Promoting Maori development (land, other assets) and employment initiatives	
	Declining living standards, poverty	More households with low incomes, debt, welfare dependency; lack of budgeting skills		
Education & Training	Low levels of achievement of NCEA Level 2 and above, though improving	In 2006, 32% of District school leavers gained NCEA Level 2 or higher, while in 2009 the figure was 51%.	Strengthening basic literacy skills at the transition from primary school Improve access to tertiary education and technical training facilities, particularly for youth and low income families.	Youth Maori Working age adults
	A high portion of youth not in education, employment or training (NEET)	Fourth highest NEET rate in NZ in 2006	Enhancing basic skills and retraining for unemployed workers	
	Poor core skills (literacy, numeracy)and work ethic for employment			
	Low youth self-esteem, negative role models		Youth leadership initiatives; more positive male role models	

[21] Sources: Wairoa District Council's Strategic Plan 1998-2007, WDC community profiles, Kahungunu Executive Strategic Plan, KE 2006 community survey, Hawke's Bay DHB 2006-15 Strategic Plan, HNZC Maori Strategy, Police data, WSD project interviews and Backgrounder paper, etc.

Community Justice and Safety	Gangs Dishonesty crimes and violent offending remain high	Crimes against property have decreased Concerns over inadequate police presence in rural areas	Maintaining youth initiatives	Youth Maori Families Solo parents and children Elderly
	Family violence and abuse	Family violence is increasing (just under 9,000 incidents of family violence were recorded in 2006/2007 on the East Coast, MSD).	Positive parenting support Safe houses for young people A drop-in centre for young people	
	Personal isolation; underutilisation of people's skills and availability	Lack of mechanisms/information for people to learn about the community, make contact, participate and contribute	Strengthening networks; better communication about community groups, activities and volunteering opportunities	
Health & Recreation	Inequalities in access to health services	Retaining experienced doctors, RNs and community health workers Rural isolation – difficulty of getting to hospital, services	Improving access to specialist services Reducing the gap in life expectancy between lower and higher decile communities	Families Children Youth Elderly Maori Pacific People
	Poor child and youth health outcomes	Lower teenage pregnancy rates but high incidence of STDs Poor child dental health, esp. Maori	Reducing the rate of sexually transmitted diseases Improving child dental health	
	High rates of mental disorders and addiction	Alcohol and Drug abuse		
	Health challenges arising from an ageing population		Increasing the functional outcomes of our population over 65 years	
	Rising numbers of people living with chronic diseases.	High rates of heart disease and cancer, esp. among Maori, Pacific and low income people	Decreasing the incidence and impact of cardiovascular disease and breast, lung and colon cancers	
	Unhealthy lifestyles	Smoking, lack of exercise, poor nutrition and obesity Increased admissions for asthma and diabetes-related disease, esp. Maori	Reducing the impacts and increasing the functional outcomes with people with diabetes, and asthma, esp. Maori Promoting healthy lifestyles Promoting participation in exercise and sports (e.g. Waka Ama)	
		Inadequate recreational facilities	Improving recreational facilities;	

			playgrounds for children	
Housing & Community Infrastructure	Unaffordable housing Limited supply of community housing for senior citizens and people with special/urgent needs	Overcrowding, homelessness Constraints on WDC financial resources Barriers posed by the RMA, Maori land legislation and difficulty of accessing information to build housing on Papakainga Local govt rating policy and method of assessing rates on undeveloped Maori land	Increase access to affordable housing, particularly via iwi and community groups	Elderly Maori Families People with special needs
	Substandard housing	Difficulty finding qualified staff and/or contractors willing to undertake housing repairs in remote areas	Ensure quality repair and insulation retrofitting of substandard rural housing	
	Gaps in community infrastructure and environmental protection	Wandering stock and dogs in rural areas Poor refuse disposal facilities in some rural areas Frequent power cuts and poor telecommunication facilities in rural areas Native bush being impacted by visitors and agriculture	Improving policing of fencing in rural areas Development of footpaths where they don't exist; improved street lighting More parking in Clyde Court Improving maintenance of rural roads, drains and culverts Improving water and sewage facilities in growing areas (e.g. Mahia) Strengthening monitoring & protection of river quality Protecting important native bush areas	

Wairoa Social Development Workshop
22 April 2009

Workshop Guide for
Small Group Facilitators and Recorders

Wairoa Social Development Workshop
Facilitators & Recorders Guide

Introduction

In recent years, efforts have been made in the Wairoa District to address social problems, 'strengthen the community' and improve how community groups, the District Council and agencies work together. Information about social trends and needs in the district has now been updated. But there still isn't a consensus on the priorities and targets everyone should be working together to achieve. There is agreement that it would useful for key groups and interested citizens to get together to begin working toward a Social Development Strategy for Wairoa District. The 22 April 2009 workshop is the first step in that process.

Workshop objectives

"What are Wairoa District's main social issues and what are we going to do about them?" That's what this workshop is all about. That's also your challenge as facilitators and recorders – to help participants reach at least preliminary agreement on the targets and suggest actions to take.

The specific objectives of the workshop are:

   d) To arrive at a working consensus on priority social issues and needs

   e) To agree on some concrete 5 year social development outcomes for Wairoa District, and

   f) To suggest what's already going on that needs support to achieve those outcomes, as well as new initiatives.

Workshop process

We've borrowed an idea from the recent Jobs Summit. The Wairoa workshop has been divided into five key areas: Employment and Income, Education and Training, Justice and Community Safety, Health and Recreation, and Housing and Community Infrastructure. Participants will be assigned to small groups to work on these topics throughout the whole day. Their job in each area will be to identify priority issues, propose 5 year outcomes, and suggest actions to take over that time to achieve the outcomes.

Small group facilitator's role

Most of the workshop is organised around small groups, so the small group facilitator role is crucial. You're the key to success – to helping small groups complete their assigned tasks and coming up with results that will lead to meaningful action.

Essentially you are like a good referee – one that keeps things flowing rather than one that constantly blows their whistle and hands out penalties. Your job is to keep your group working well together at their task, but also keep on time. The schedule for the day is tight. If the assigned task needs clarifying, you can do that. If they get bogged down in detail or argument, you'll need to help them quickly find a way forward or they won't complete their assigned task.

Small group recorder's role

You're role is to help the group keep track of its discussion, and record its conclusions and decisions. You will also be reporting back on the group's work at general sessions, because these report-backs need to be <u>brief and factual</u>. You'll be expected to help keep the day on schedule. You are also a backup to the facilitator, as well as the recorder of information. You can help by listening and making suggestions where appropriate that could keep the group moving forward.

Small group tools & materials
- Copies of Guidelines for facilitators and recorders
- Copies of Issues/Needs chart and Background paper
- Large white art pads or butchers paper (with tape or blu-tac) to record group discussion
- Thick marker pens for recorders to write on pads or butchers paper
- Straight-edge metre sticks for drawing charts
- Pads of paper and pens for each participant

Possible problems that could crop up in the small group process (FAQs etc)

1. "What do we mean by *outcomes*?"

   Refer participants to the opening presentation. An outcome is a measurable result...a concrete target we want to achieve. A community social development outcome is (usually) broader and longer term than the outcome of a particular agency or organisation. The community may want to see improvements in community safety; the Police may target reductions in specific types of crime.

2. "How are outcomes measured?"

   A community needs to know if its efforts have made a difference in achieving the desired outcomes. Most outcomes can be (or should be) measured or benchmarked by using specific data - indicators like numbers or percentages. Not just impressions or feelings about whether things are better. Often this data/information is readily available, but sometimes it needs to be specially gathered (like a community survey). Some community initiatives or agency programmes impact on more than one outcome, or have an indirect effect (like a billiard ball). For this workshop, we'll stick to discussing measures of activities that have a <u>direct</u> impact on the desired outcomes.

3. "What do we do if our issues overlap with another group?"

   We'll use the KISS principle – keep it simple, stupid. Where one group thinks something they're discussing might overlap with what another group is dealing with, they should have the recorder note this. Also alert the workshop coordinator - we can pass this along to the other group while they are working, or during the report-back sessions. The Action Group after the workshop will take account of these overlaps.

4. "Don't we need more information before we can proceed?"

   No, not for this workshop. There is always more information to gather. We have what we need to work on our tasks today. The Action Group following up the workshop will plug any information gaps.

5. What do we do about someone pushing their own agenda or programme? (e.g. in the Issues session)

It's important to avoid people using the workshop to promote or defend their own programme, or trying to intimidate the group. I.e. claiming they've got the experience and the solution (but not everybody recognises it, or others are duplicating what they're doing); claiming they should take the lead, receive all the funding, etc. <u>Suggested response:</u> "Thanks for those comments. We'll look at existing initiatives in the session after lunch. For now, let's keep the discussion open so we can have a serious look at the issues and possible solutions. We might come up with something new!"

6. What do we do about participants leaving a group?

   People have registered knowing it is an all-day workshop and they will be assigned to a specific group. Remind them of this at the beginning of the first session, and ask that people check with you if they feel they need to leave or attend another group. Check with the coordinator also.

7. What about agency representatives trying to monopolise or 'steer' the discussion.

   Government agencies and a few outside institutions have been invited to attend as observers and to provide information when required during small group discussion. If it's relevant, they may report on what they're already doing in the District, or what new initiatives they might support. If an agency representative monopolises the discussion, gently remind them they're an invited observer and we should let the group get on with its business.

What comes after the workshop?

An action group of community organisation representatives, iwi, WDC, agencies will be convened to take the results of the workshop and develop an Interim Action Plan. They will tackle three key questions:

- What can be done immediately to strengthen existing initiatives that are clearly contributing to one of the outcomes?
- What proposed new actions can be gotten underway soon?
- What can be done to improve cooperation and coordination around these actions?

The action group will also help refine the input to the Wairoa District Council's LTCCP, assist with preparation of a Lottery Community Sector Research application, and start work on a Wairoa 5-Year Social Development Strategy.

Some final comments

People are coming to the workshop because they care and want to contribute to Wairoa's social development. They'll be keen to be involved in the small group process and to feel they've achieved something at the end of the day.

This Guide has been prepared as a tool for you to help participants have a productive and rewarding day. It's based on successful experience working with small groups. The workshop programme depends on small groups following the same process on the same schedule to accomplish their tasks. The workshop coordinator will be there to support you, and provide backup if you run into trouble.

Please USE THE GUIDE!

Working group Session 1
9:10 – 10:15 a.m.
Task: **Prioritise and state the key social development issues for Wairoa District**

Schedule	Procedures
9:10 – 9:15 am	1. Facilitator checks that everyone knows everyone; <u>briefly</u> have new people introduce themselves. The schedule for the day is tight to get all the tasks done. *Facilitator: "We'll have a chance to get to know one another during the day. We only have an hour for our first task". Remind people when they registered, they were asked to nominate a group for the entire day. We need everyone, so they should talk with you before shifting groups or leaving.* 2. Check that everyone has a copy of the Issues/Needs chart and the Background paper. *Facilitator: "These papers summarise available information and what others have said are the social issues. So with these and your experience, we have all we need today to achieve our tasks."* *3.* Check that the recorder is ready to take down key points.
9:15 – 10:00am	*Facilitator: "Our first task is to prioritise and state accurately the key social development issues in our area. Let's turn to the issues for our area on Issues chart. These are from earlier reports, workshops, analysis of data and community interviews...."* 4. Discussion (facilitator asks guiding questions): • *"Looking at the list, which issue would you say is the most important? Which one(s) are less important or are possibly contributing factors? (Let's not worry about how they're stated for now).* • *"What information or data from the paper supports this being a priority? Is there information or advice from any government agency or other group that supports this being a priority issue?* • *"Is there another need/issue that isn't listed that we should consider adding? Why is it important? What's the evidence?* *5.* <u>Facilitator</u>: *"Let's step back for a minute...*
10:00 – 10:15 am	• *"Let's see if we're close to a consensus. Can we list the issues in order of priority? Who is willing to have a go?* (Discuss until there is general agreement) <u>Reporter</u>: Write the issues on a blank chart and number according to priority. • *"Before we finish, let's check – Are these issues stated clearly and accurately? Do they say clearly and exactly what the problem is?"* <u>Reporter</u>: Note any changes to the wording of the needs/issues. **Urgent:** During the tea break, the reporter re-writes the issues statements in order of priority on a blank outcomes chart ready the next session.

Working group Session 2

Task: Identify suggested outcomes over the next 5 years that would address the priority issues

Schedule	Procedures
10:35 – 10:45 am	1. Facilitator: *"Our next task is to suggest outcomes by the end of 5 years that would address the priority needs or issues we agreed before morning tea. We should be clear on what 'outcomes' are and are not:* • *"Outcomes are NOT hopes or aspirations or fuzzy objectives, like 'a safer community' or 'better recreational facilities for young people'.* • *"Outcomes ARE concrete, specific results or targets that (in many cases) you can measure. For example, instead of 'a safer community' we might decide on something like 'a 50% reduction in violent offending, a 25% drop in crime against property, installation of 10 additional street lights in the downtown area, and 5 CCTV cameras at key locations'. ....Something measurable (if possible), results that we can actually see in 5 years.* • *"We're focusing Wairoa community outcomes, which will probably be broader than the aims or outcomes of a particular organisation, institution or agency. Let's think broadly about whole community outcomes based on the Issues and Needs.* • *"Any questions for clarification?"*
10:45 – 11:35 am	2. Facilitator: *"Ok, let's get started...* (recorder holds up blank chart on butchers paper with columns headed 'Issues', 'Outcomes' and 'Measures' – see Attachments at back): • *"Let's look at our priority Issues from earlier. Taking the first issue, what would be a concrete outcome that could be achieved in 5 years by the community and agencies working together?* (Prompt: The 'Needs' from the Issues/Needs chart might provide a clue to possible outcomes.) • (After a couple of suggestions, pick one). *"Let's see if we can agree on how to state that outcome?"* (Recorder writes in the Outcomes column of chart) • *"Let's just test it ... Could we measure it? What's an example? If it's not measurable, is there some other indicator we could use? (NOTE: recorder does <u>not</u> write these down).* • *"Ok, let's go to the next issue... what would an outcome be? How would we state that concretely so we could see a result in 5 years?* (work through all the issues)
11:35- 11:40 am	3. Facilitator: *"Let's look at what we've done. Are there any outcome statements where you'd like to change the wording? Any changes to the measures or indicators*? Recorder: **Note -** For the report back session coming next, be prepared to *quickly* read through the issues and 5 year outcome statements when called upon. **Urgent:** Recorder during the lunch break fills in a new blank chart on large sheet of butcher's paper for Session 3, listing the outcomes from this last session in the first column. Remaining columns (left blank) are headed 'Measures', 'Current Initiatives" and 'New Actions'.

Working group Session 3

Tasks (2): **Identify measures or indicators for the outcomes, and identify examples of current initiatives contributing to the outcomes**

Activity	Procedures

12:50 – 1:45 pm	(Recorder holds up new chart with outcomes from the morning session)
	
	1. Facilitator: *"Let's begin by reminding ourselves about the 5 year outcomes we identified before lunch to address the priority issues".* (Briefly summarise the outcomes)
	
	2. *"Our first task this session is about measuring results:*
	
	   • *"Looking at these outcomes...How would we measure these? What would be a concrete result or benchmark? For example, a crime statistic or educational achievement data.*
	
	   Recorder: writes down the measures or indicators suggested by the group for the first outcome.
	
	   • *Some activities may only have an indirect effect on the outcome. What would be a measure of programmes or initiatives that have a* **direct impact***?*
	
	   • *If it's hard to think of a specific measure, what else might be an indicator or benchmark of success after 5 years?*
	
	3. Facilitator: *"OK, before going to the next outcome - let's see which measure(s) or indicators we agree on. Any change of wording needed?"*
	
	   Recorder: writes down the measures or indicators the group <u>agrees with</u> on the butchers paper chart.
	
	4. Continue this procedure until you've covered all the outcomes.

1:45 – 2:10 pm	5. Facilitator: *"For our second task, we should remind ourselves that there are already programmes and services going on in the community. Some of these are contributing to one or more of these outcomes already. We don't want to re-invent the wheel, and we should celebrate these successes."*
	
	   • *"So, what are some things already going on in the District that look like they're already contributing to these outcomes?"*
	
	   Recorder lists the names of the organisations or programmes the group mentions under "Existing initiatives" on the butchers paper chart.
	
	   • *"Let's just check.... Looking at our chart, which outcome(s) would you say they are contributing to? In what way? (Maybe not entirely but at least partly.)*
	
	   • *"Are they likely to make an impact on the measures or indicators we listed?*
	
	   Recorder circles in red pen the names of the initiatives the group <u>agrees to</u> under "Existing initiatives" on the butchers paper chart.

2:15 – 2:30	Afternoon tea

Working group Session 4
***Task:* Suggest new initiatives that could help achieve the 5 year outcomes**

Schedule	Procedures
2:35– 3:30 pm	(Recorder holds up butchers paper chart again - refer to blank 'New Actions' column). 1. Facilitator: *"Our last task is to suggest at least one <u>new</u> action or initiative for each outcome that could help achieve that outcome over the next 5 years* • *"Let's take the first outcome. What would be a new initiative that could make real progress to accomplishing that outcome? We need to come up with at least one suggestion, but up to three....Don't worry about local capacity, practicality, or funding or other problems for now...* (Recorder writes down the agreed wording for each suggested action) • *"Moving to the second outcome... Again, what would be a new initiative that would help achieve the results we're seeking? Maybe something basic like getting rid of overlap and duplication, or promoting real cooperation, or building local capacity?* (Recorder writes down the agreed wording for the action) 2. Same discussion and recording process for any remaining outcomes.
3:30 – 3:40 pm	3. Facilitator: *"Summing up then...*(Recorder holds up butchers paper chart): • *"For the first outcome, we've proposed this new initiative (on chart); for the second outcome, " " "etc.* • *"Are there any final changes you want to make?* • *For our report back, can we agree on an existing initiative we would want to highlight and one new initiative to point to?* Recorder prepares for 5 minute report back on (a) one existing initiative to celebrate; and (b) one proposed new action to achieve the outcomes.
3:45	Report back – 5 minutes for each recorder to read one current initiative to celebrate, and one proposed new action to achieve a 5 year outcome. Workshop coordinator: any brief comments or observations on each.
4:30	Closing – All this work will be handed to a WSD Working Group who will be responsible for developing an Interim Action Plan. Thanks to volunteers and participants.

Attachments

Butchers paper Chart 1 (morning sessions)

Small group area:		
Priority Issues	5 – Year Outcomes	Measures

Butchers paper Chart 2 (afternoon sessions)

Small group area:		
5 – Year Outcomes	Existing Initiatives	New Actions

Appendix F

Wairoa Social Development Workshop
Overview of Programme & Procedures

	Activity	Procedures
7:45	Preparation & registration	Participants assigned seating by small working groups; agency representatives provide information & advice only. Check working group recorders & facilitators are ready.
8:30	Mihi, karakia	Robert Baty: Welcome on behalf of the WG and WCDT
8:40	Overview of programme and procedures Presentation on priority issues/needs	Terry Loomis: Review schedule and 'rules' for the day. Summarise key findings from the issues/needs paper (circulated before the workshop; these are the basis for organising the small groups)
9:00	*Working groups - Session 1* **Task**: Restate and prioritise the key social development issues or needs.	Small groups organised by social development areas and pre-identified local issues; each led by a prepared facilitator and a recorder. Prioritise and restate key issues, and suggest any contributing factors. Terry: Reiterate the first task assignment to small groups, and time deadline.
10:15	Morning Tea	
10:30	*Working groups - Session 2* **Task**: Identify proposed outcomes over the next 5 years that would address the priority needs/issues.	Terry: Explain next small group task. What would be a positive result? How would we state what would 'fixed' or a big improvement look like?
11:45	Report back	Janice: each group recorder in 5 minutes read key issue statement and outcome(s). Overall reactions at the end.
12:15	Lunch	
12:45 1:45	*Working groups - Session 3* **Task:** Suggest measures or indicators to benchmark success in achieving the 5 year outcomes. **Task:** Identify examples of current initiatives that contribute to achieving the proposed outcomes (successes)	Terry: Explain next small group tasks. How would you measure or benchmark the outcome(s) we identified earlier? How will we know when we've got there? Revisit outcomes statement(s). What programmes, services or other activities are already going on in the community that seem to be contributing to the outcome? How specifically are they contributing?
2:15	Afternoon tea	
2:30	*Working groups – Session 4* **Task**: Propose up to 3 new key actions or initiatives that over 5 years would help achieve the desired outcomes.	Terry: Explain next small group tasks. Identify up to three new initiatives could be taken over the next 5 years that would help achieve the desired outcomes? (Test against the measures or indicators).
3:45	Report back	Janice: 5 minutes from each group – one current initiative to celebrate, one proposed new action.
4:30	Closing	Robert: Follow-up by WG – developing an Interim Action Plan. Thanks to group facilitators, hosts, participants.

Appendix G

Wairoa Social Development Workshop
22 April 2009

Opening Presentation – Facilitator T Loomis (20 min.)

Mihi

Brief personal history –

- Born in Minnesota, married a Kiwi and lived in NZ 30 years;

- MA (Auckland) and PhD in Social Anthropology;

- 15 years community development experience;

- Been a researcher, and worked for a Native American tribe as an economic development Director;

- I was Professor of Development Studies for 4 years in the School of Maori and Pacific Development at Waikato; and

- I have more than 10 years experience in policy work in Wellington.

At present I'm semi-retired and live in Tiniroto. I've been contracted by the WCDT to help facilitate some social development planning by the community.

Purpose of this workshop

"What are Wairoa's important social issues and what are we going to do about them?" That's what this workshop is all about.

That's our challenge today. And that will be the challenge in implementing the proposed actions that come out of this workshop.

Background to this workshop

The registration letter you received acknowledged there have been previous efforts in recent years to advance Wairoa social development and strengthen the community.

I especially want to mention....
- The Strengthening Communities initiative launched around 2003
- Kahungunu Executive's strategic plan and programmes
- The establishment of the Wairoa PHO
- The number of innovative youth current initiatives going, and efforts to encourage greater cooperation among them.

What still needs to be done

There's obviously more to be done. In talking with people around the community, and with the District Council and government agencies:

A. There seems to be no community-wide consensus on current <u>priority issues</u> - we're kind of all over the place with our efforts.

B. There are no agreed social development targets or measurable <u>outcomes</u> on which to focus efforts and resources (I know the WDC is looking for input on this for their next LTCCP).

C. There is no community-wide strategy for coordinating and implementing social development initiatives.

Today's workshop objectives and process

I've had a chance to talk with a number of people around the district in preparing for this workshop. And of course, meeting with the Working Group who have helped plan today's event – representatives from community and Maori organisations, WDC, etc. I'd like to acknowledge their input and help in preparing for this workshop.

What people have told me they want to <u>avoid</u> in this workshop is:

- *Just another talkfest* - "We don't want to go over what has already been said and what everyone knows."

- *The blame game* – Negativity; pointing fingers and blaming people or organisations for problems instead of focusing on solutions.

- *Patch protection* – "This is our area. We have the expertise and should run everything".

- *Cultural insensitivity* – In particular: It's clear Maori feature prominently in most of the social statistics. It's not a level playing field and everyone is not alike. We need to recognise that Maori perspectives and Maori ownership of the issues are essential to better outcomes.

What people have told me they <u>do </u>what to see is:

- A chance for people to share ideas, listen and work together.

- A chance to celebrate successes – AND perhaps see where these need to be strengthened.

- A chance to think outside the box and come up with new initiatives.

- A workshop that lays the groundwork for better cooperation among community organisations, the Council and agencies.

Now...we could have held another 'summit' like last October, or like the one in Gisborne this Friday. Or a seminar, with papers and debate. Or a 3-4 day hui. These all have their value and their own purposes.

We've designed this workshop a bit differently (as you know from the materials you received when you registered). Because our objectives are a bit different. AND because we want to get RESULTS by the <u>end of the day</u>. A big challenge!

Now...Many of you won't have had experience with this kind of workshop. It's pretty structured. For most of the day, you'll be working in the same small groups.

- We want each group to have a chance to really dig into the issues in their area.

- Then based on this analysis, identify realistic outcomes to aim for at the end of 5 years.

- And finally, to suggest existing initiatives or propose new actions to achieve the outcomes.

Each step builds on the last. You can see how important it will be that your group has a chance to think together from issues through to proposed actions. (You can also see how disruptive it would be to have people hopping around different groups - so don't do it!).

The specific objectives of today are:

g)   To arrive at a rough consensus on the priority social issues to be addressed.

h)   To propose concrete 5 year social development outcomes for Wairoa District, and

i)   To suggest what's already going on, as well as new initiatives, to achieve those outcomes.

I should mention that we're focusing today on 'community outcomes' rather than 'organisational outcomes'. The Police have their objectives of reducing different types of crime, and the PHO has specific health targets.   We want to step back and look at *community-wide* issues, and try to identify 5-year *community* outcomes.

My role is basically to be a coordinator. I suppose some of you already have me pegged as a typical 'visiting expert'. Well, they're kind of handy...because you can always blame them if things don't work out.

Not in this workshop. Today is about YOU doing the work. My job is to keep us on schedule (I'm going to be hard on that), so we don't get bogged down ... So we come up with  concrete results at the end of the day.

Workshop 'Contract'

In a real sense we have a CONTRACT with one another – you and I and the small group facilitators. Basically what this means is ...if these are the objectives we agree to try to achieve by the end of the day, and if you're prepared to trust the small group process, and support your facilitator, and stay on schedule – then we'll get there. We'll come pretty close to achieving the purposes for the day.

Agreed? .... [Wait for indications of agreement].   OK, we've got a deal.

NOW... here's what that means. You see that door back there? If Nelson Mandela himself were to walk through that door and say he wanted to make a speech, or go around to the small groups and suggest solutions ...I'd say "Mr Mandela, with due respect, you've got the wrong workshop". Well... maybe not Mr Mandela. Maybe the Minister of Maori Affairs, or the Mayor, or some other local personage.

Today, it's <u>your</u> small group. This is <u>your</u> discussion process...so make sure everyone is involved and takes ownership.   Any problems that crop up – (like the things to avoid that people mentioned earlier) – it's up to you to deal with them. It's your group. This is your schedule for the day. These are the goals we've agreed to achieve. OK?

Alternative step if someone raises an issue or requests to speak:

Pardon me a moment. I need to consult the group, because I'm serious about this 'contract' between us. If we take time for comments or speeches now, it could throw off our schedule and risk our results at the end of the day. You've got too little time in small groups already.

We've got three couple of options:

(1) Go to our small groups now.
(2) Allow 10 minutes for people to speak, have late tea and cut short the report back session before lunch.
(3) Not worry about the schedule and process, open up discussion and see where we get. (I'm not prepared to facilitate that kind of workshop today).

It's your choice. Make it quickly. (Group decides)

Alright ...let's get on with our work.

Your first task in small groups is: Discussing and prioritising Wairoa's most important social issues.

(Refer to small group chart - indicate facilitators and room assignments)

Wairoa Social Development Project

<mark>**Wairoa Social Issues and 5-Year Outcomes Report**</mark>

Small Group Output from
the April 2009 Community Workshop

6 June 2009

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Social Development Area: Employment and Income				
Priority Issues	**5-year Outcomes**	**Measures**	**Possible actions to achieve the outcomes**	
			Existing Initiatives	**New Actions**
A gap between available employment and skill sets of the local workforce	Gap between available employment and skills required is reduced.	• Overall unemployment under 4-5% (and additional measures for target groups) • A register of opportunities which could be met be local skills	• Scholarships as an incentive to obtain appropriate qualifications • Workbrokers • Careers Expo, Wairoa College academies, Iwi training, PTEs, ITOs • GDC economic development research and planning (Price Waterhouse?)	• Internships and apprenticeships in growing industries or newly emerging businesses • Research to identify areas of existing and emerging skill needs e.g. Treaty settlements (build on EIT survey etc)
Inappropriate work ethics and attitudes in some sectors Poor work/life balance in employment situations	Better reported employee work attitudes and behaviours. Improved work/life balance opportunities provided by employers.	• Improvements in work attitudes and work/life balance reported in annual employment survey • Number of positions available which could be filled by those on unemployment.	• Gateway Programme • PTE and Polytechnic training programmes • Strengthening employer training programmes • Youth apprenticeships	• Identify opportunities for local youth and young professionals living outside the District to be involved in Maori development initiatives • Regular employer / employee survey to ascertain work attitudes and improvements in work environment. • "Wairoa Best Place to Work" survey
Impediments to maintaining steady full-time and part-time employment	Reduced impediments to steady employment (e.g. affordable childcare, transportation options, and adequate telecommunication)	• Reduction in number of full time or seasonal employees reporting impediments in annual employment survey	• Government funding to families for childcare	• Community time-bank to provide affordable childcare options • Improve coordination of community buses and promote car pooling • Review of funding for childcare
Business investment, contracting and consumer spending are dissipated outside the district detracting from economic development.	Greater sense of community identity, business growth, more local content in contracting, and more local consumer spending.	• People are aware of new branding and have increased pride in the community • Local businesses and service providers have an increased share of new contracts	• Re-establish a Wairoa Business Council (previously existed) to promote local businesses and support community initiatives • Business Council to support celebrations of success as well as functions such as Sports Awards and Recognition of Volunteers. • Lake to Lighthouse	• Wairoa branding exercise • Buy-local campaign • Government & WDC approached to consider ways of increasing local input into contracts, and improve information to local businesses and service providers

Social Development Area: Education and Training				
Priority Issues	**5-year Outcomes**	**Measures**	**Possible actions to achieve the outcomes**	
			Existing Initiatives	**New Actions**
Inadequate information and research about skill gaps, and lack of cooperation among providers in meeting education and training needs	Improved information on training needs, and strengthened collaboration among education and training providers.	• Education & Training Steering group established within 3 months (including all education providers from Early Childhood to Tertiary) • Up to date statistics for developing and better targeting training	• Inter- provider networking • Adult Community Ed Network • District-wide AFL and EHSAS local cluster	• Ngati Kahungunu identify skill needs and gaps • Establishment of an Education Training Steering Group • Training services mapping and development of a Skills Action Plan
Communication disconnect between families, schools and businesses regarding local employment opportunities, skill requirements, and individual career aspirations	Disconnect is minimised.	• Improved employment data re skills and vacancy match • Client satisfaction. • Increased attendance at parent / teacher functions	• Gateway etc – workplace learning and links with ITOs • MOUs between W. College and ITOs re senior curriculum • Careers Expos • Family Start – 0-5 years	• Review and promote parent education initiatives • Strengthen existing programmes
Difficulty recruiting and retaining quality teachers due to poor community image, lack of community & parental support, inadequate benefits (?)	Wairoa is seen as a great place to live and work. Strengthened engagement of Whanau with children's learning	• Increased applications for teacher vacancies • Increased parental involvement in children's learning (homework, parent-teacher meetings)	Scholarships for teacher training Computers in Schools Duffy Books in Homes	• Explore possibilities of country service
Too many young people exiting education with inadequate foundation skills for future life and employment (e.g. literacy, numeracy, financial literacy)	Better teacher/student needs alignment (e.g. Kotahitanga) with increased formal qualifications attainment, particularly for Maori	• increased formal qualifications attainment, particularly for Maori	• Incredible Years • Foundation Skills – e.g. WWMTB training programme • Tairawhiti-wide initiative to include Kotahitanga in schools	• Teacher training for local area needs. Noho marae for parents and teachers
Too few youth and older people taking up opportunities for gaining formal qualifications and tertiary education	Support networks established (linked to Iwi plans?) with other learning institutions	• Improved formal qualifications statistics • Wairoa students completing their qualifications and increased participation in tertiary education	• Scholarship from service clubs • EIT adult learning programme	• Establishment of a Tertiary Education Forum
Lack of quality pre-school and parental education	All pre-schoolers have access to high quality programmes.	• Improved statistics relating to language and social development commensurate with chronological age. • ERO reports		• Promote / provide access to quality pre-school education

Wairoa Social Development Project – April Workshop Revised Charts

Social Development Area: Health and Recreation (Whanau Ora)				
Priority Issues	**5-year Outcomes**	**Measures**	**Possible actions to achieve the outcomes**	
			Existing Initiatives	**New Actions**
Tamariki Ora (womb to 21 years) High incidences of drug and alcohol abuse and unhealthy lifestyles among children and youth	• Reduced exposure and access to drugs and alcohol for Tamariki • Services to Tamariki provided in a safe, supportive and culturally appropriate environment • Healthier Tamariki diets and greater involvement in physical activity	• Survey of schools and reporting mechanisms from Doctor's practices shows 10% decrease in drug/alcohol usage by youth • 10% reduction in the removal of under 5's teeth • Survey of Tamariki and Whanau shows a 10% increase in participation in physical activity and improved daily diets (e.g. SPARC research?)	• Police youth worker • KE community health service • School social worker • GSE – Group Special Ed. • RTLB – teacher resource • Gateway • How to drug-proof your kids • Police drug enforcement • Local sports clubs, river sports, Kapa Haka, arts, etc • Public health nurse • Health promotion in schools • HEHA • Local 'Push Play' promotion in conjunction with local sports clubs, river sports, arts and kapa haka • Sport HB Active Movement for early childhood (Ting Ting, Active Prams etc)	• 6 social workers in schools • Tighter monitoring and enforcement of sale of alcohol laws • Safe house • School canteens offer healthier menu options. involvement of students in growing, preparing and selling food • Campaign to highlight local fast food outlets offering healthy food options
Whanau Ora (womb to tomb) Whakawhanaungatanga Inadequate family health and wellbeing outcomes due to inappropriately designed and delivered services and/or lack of agency and service provider collaboration	• Positive parenting support services are provided in a safe, supportive and culturally appropriate environment • Improved access and knowledge of services available to the individual and whanau • Collaborative interagency (statutory and NGO) and service planning & delivery	• Increased life expectancy rates, particularly for Maori • Reduced incidence of Cardiovascular disease, diabetes and asthma (PHO statistics) • 10% increase of whanau accessing and attending health services	• Group therapy for parents who harm children (need more incentives to improve uptake) • Incredible years • PAFT – parents as first teachers • MWWL – Maori Women's Welfare League • Church groups • KE, Hauora, PHO services • Kiwi Seniors • ACC Falls Prevention	• A fully integrated health centre • Wairoa Home Support Service (contracted and managed locally) • Interagency group established, meeting regularly, full attendance, accessing and sharing all relevant data. • Establishment of He Oranga Poutama where they should be increased participation and leadership of Maori is sport and traditional physical recreation at community level. • Resourcing of the Community Development Officer - Sport

Inequalities and inequity High turnover of qualified health professionals, and impediments to some groups accessing specialist services	• Greater retention of qualified, experienced health professionals • Improved knowledge of and access to specialist health services particularly for Maori, the elderly, and rural residents	• 10% reduction in overall turnover rates of health practitioners in the District • Retention of specialists in key areas for average 5 years • Improved rates of timely access to services (e.g. Maori)	• Existing health clinics and 3 independent GPs • Nga Hauora • Improved coordination of existing community transport services (buses, vans)	• Survey, identify and upskill retired or part-trained nurses and community health workers • Maori organisations offer scholarships (and bond grads?) • Renal dialysis unit (mobile?)
Lack of awareness and information within the local community about the importance of physical activity to health and well-being.	• Greater popular involvement in casual and organised physical activity. • Increased public understanding of the importance of physical activity and nutrition.	• Reduced incidences of the major health issues – diabetes, asthma, obesity • Increased fitness and participation in a wide range of recreational activities.	• Green Prescription • Active Families • Nutrition advice • Sport opportunity for those with impairments	•
Inadequate management, programme delivery, communication and coordination among local sports and recreation organisations.	• Strengthened capacity and capability within local clubs to deliver quality programmes. • Improved coordination and rationalisation of the number of clubs delivering the same programmes.	• Strong, active membership bases. • Increase in the number of people participating at a governance level.	• Links to regional sports organisations who can offer upskilling courses.	• Club Assist

Social Development Area: Justice and Community Safety				
Priority Issues	**5-year Outcomes**	**Measures**	**Possible actions to achieve the outcomes**	
			Existing Initiatives	**New Actions**
Youth crime arising from drug and alcohol abuse, welfare dependency, idle time and lack of self-worth	Rangatahi demonstrate a stronger sense of self-worth and connectedness to the community	• Continued downward trend in youth offending statistics, especially dishonesty, drugs and property crime (specify %s) • Community survey documents increased youth participation in positive activities • (Other measures of self-worth and connectedness?)	(**NB** need to review this list; list only those that are <u>directly</u> targeted at the priority issues and measures) • CACTUS • Alternative Ed programme • Holiday programmes • Academies • Te Ara Koru etc	• CACTUS 3-year funding and add a parents programme • Rehab programme for under-17 youth offenders that is locally based and includes commitment and training for parents (e.g. marae-based programmes)
Domestic violence and child abuse linked to financial stress, lack of support structures and dysfunctional values	Whanau demonstrate increased wellbeing and stronger, cohesive values	• Reduction in reported rates of family violence and child abuse • Increased rates of parental participation in children's activities (community survey)	• Kohanga Reo, schools etc • SKIP (Strategies for Kids Ideas for Parents • REAP	• Pa Wars • Wananga Marae (Whanau
Community fragmentation, isolation, lack of resources and the need to strengthen proactive leadership.	Increased individual participation in community networks and activities, greater local organisation collaboration, and more effective resourcing of community initiatives by government agencies	• Adequate resourcing of mutually agreed initiatives • Increased number of service providers and community groups cooperating in joint ventures • New initiatives successfully implemented with wide community support	• Vans owned and operated by community groups (need improved coordination) • KE Maori leadership and governance	• Collaborative forum of agencies and community organisations established (e.g. the WSD 'Action Group') • A community time-bank for volunteering and exchanging services
Organised crime (gangs)	Reduction in all types of crime associated with gang membership	• Crime statistics	• Local and national law enforcement activities • Alternative positive role models and programmes for youth (e.g. CACTUS, Academies etc)	

Social Development Area: Housing, Community Infrastructure and Environment				
Priority Issues	**5-year Outcomes**	**Measures**	**Possible actions to achieve the outcomes**	
			Existing Initiatives	**New Actions**
Accommodation that is substandard, unaffordable and/or unsuitable for the needs of the residents, particularly people on low incomes and in rural areas.	The scale of housing problems in the district is documented in detail, and effective programmes are underway to address the problems.	• HNZC regional profile of housing stock • WDC housing stock database and report • Affordability – district housing affordability data and trends in dwelling tenure over time	• HNZC substandard housing repairs, Healthy Housing, Welcome Home loan • EECA grants and services • Kiwisaver – option to use accumulated savings for deposit • Rural Housing Scheme HNZ – ERSL • Employer Timebank (e.g. QRS)	• Government subsidised community-based housing maintenance taskforce (training, skills pool); Men's Shed • DIY courses for home handymen and women • Improved, targeted budget advisory service • Education of tenants (and homeowners?)as to what people should expect in a dwelling • Expand employer schemes for aiding employees (Time Bank concept)
Lack of appropriate and affordable transportation to meet the needs particularly of those on with disabilities, low/fixed incomes, rural residents and the elderly.	Improved access to appropriate, timely and affordable transportation to meet the needs of people with special needs, on low incomes or in remote areas.	• Mapping available transport services • Community survey of needs and additional services	• Existing community bus & van services • Age Concern - an additional community van	• Campaign to encourage transport pooling • Consultation with organisations with vans to improve access and coordinate scheduling
Lack of safe, reliable, and affordable domestic water supply particularly for people on lower or fixed incomes in rural areas.	Provision of affordable options for people to have a safe, reliable and affordable supply of	• Ministry of Health national water quality measures and requirements • WDC (?) database and report of water supplies across the district		• Identification of alternative options for affordable rural water supply that comply with national standards • Arrange subsidies and low cost loans for people on low incomes, particularly in rural areas
Unreliable and costly power supplies and telecommunications, particularly in rural areas.	Improved and more affordable energy and telecommunications services in rural areas	• Expanded telecommunications coverage to remote areas • Stabilised costs of line charges and energy	• Broadband initiatives by major providers • Government review of energy pricing and delivery	• Lobbying, providing information to community about options regarding telecommunications and power providers
Threats to District river quality and natural environment impacts due to inappropriate use of land and natural resources	Improvement in river quality, and mitigation of impacts from recreational uses and intensive land development	• HBRC river and catchment monitoring data (?) • WDC land-use zoning and consents information • Monitoring overfishing and impacts on breeding habitats	• Policy development and regulatory enforcement by the HBRC • Policy development and regulation by national government agencies	• Improved HBRC targeting of monitoring of river quality and environmental impacts • Support research and lobbying by Fish & Game, Deer Stalkers etc

Appendix I

Wairoa Social Development Project Coordinating Group

Purpose and Vision Statement

October 2009

Purpose

The Wairoa Social Development Project was initiated by the Wairoa Community Development Trust in 2009, with the intention of building on previous initiatives like Strengthening Communities.

Participants in a community workshop in April 2009 noted that many social issues identified in a background paper had been around for a long time and there had been many attempts to deal with them. What could this latest project achieve hope to achieve that was different?

Preliminary discussions with community leaders and government agency representatives indicated that certain social issues had persisted in the District because of (a) an environment among community groups of patch-protection, competition for scarce funding and piecemeal initiatives; strongly influenced by (b) minimal coordination among government agencies and other funders of programmes and services, due to (c) a lack of a consensus (and no requirement that there BE a consensus) about the social development outcomes agencies and community organisations are trying to achieve.

The purpose of this project is to involve the whole community and key stakeholders such as government agencies in developing and implementing a 5-year social development strategy for the Wairoa district. The aim is for this to be a community-owned and community-led initiative, with outside stakeholders as important partners in collaboration.
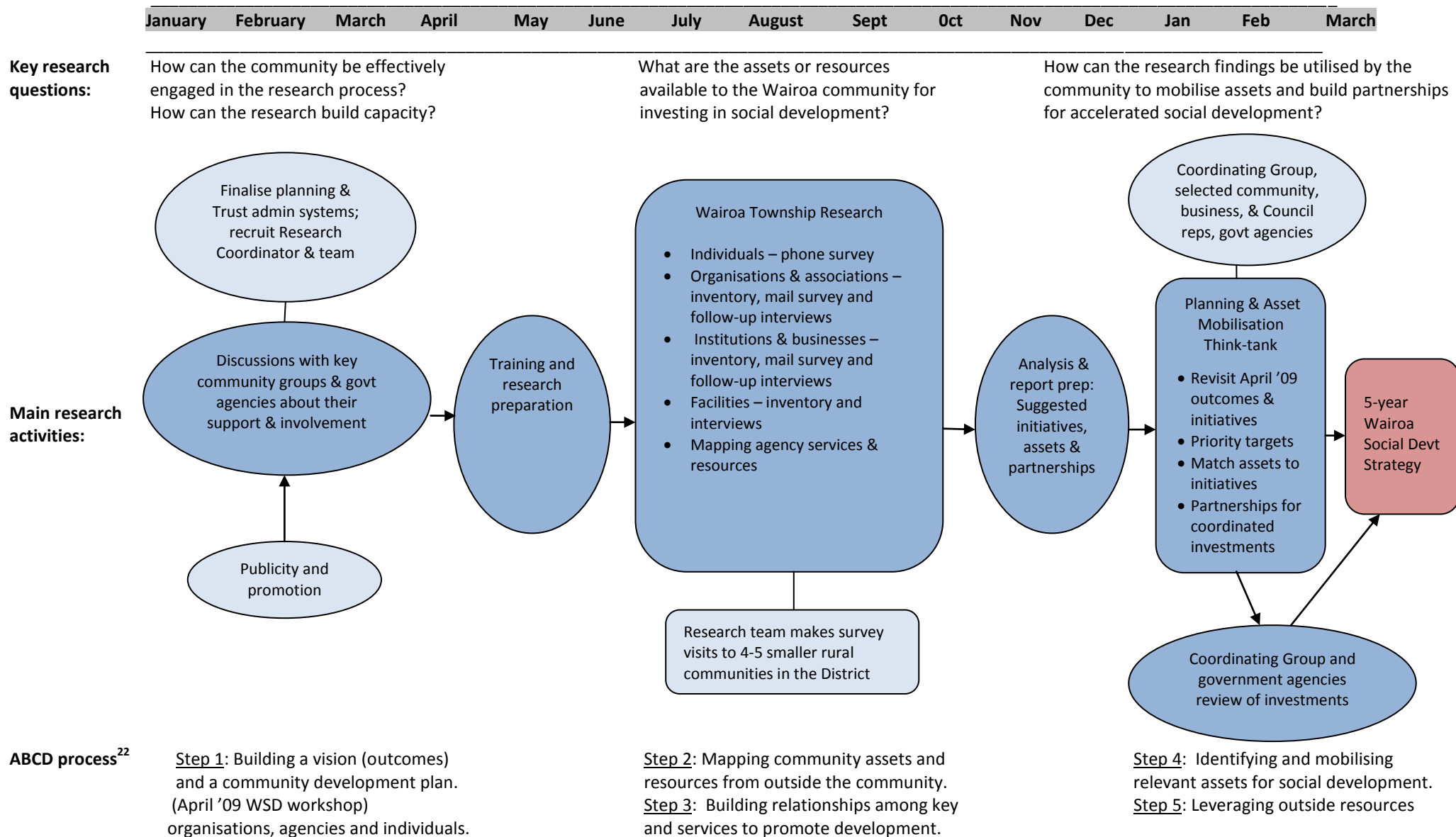
Vision

As a result of this locally-driven social development project, our vision is

> "A progressive, caring community where people are valued for their diverse experience, skills and abilities; are connected and informed about what's going on; and have opportunities to participate in activities that improve their own wellbeing and enhance the community as a whole."

Appendix J

Overview: Wairoa Community Research Project

January	February	March	April	May	June	July	August	Sept	Oct	Nov	Dec	Jan	Feb	March

Key research questions:

How can the community be effectively engaged in the research process?
How can the research build capacity?

What are the assets or resources available to the Wairoa community for investing in social development?

How can the research findings be utilised by the community to mobilise assets and build partnerships for accelerated social development?

Main research activities:

Finalise planning & Trust admin systems; recruit Research Coordinator & team

Discussions with key community groups & govt agencies about their support & involvement

Publicity and promotion

Training and research preparation

Wairoa Township Research
- Individuals – phone survey
- Organisations & associations – inventory, mail survey and follow-up interviews
- Institutions & businesses – inventory, mail survey and follow-up interviews
- Facilities – inventory and interviews
- Mapping agency services & resources

Research team makes survey visits to 4-5 smaller rural communities in the District

Analysis & report prep: Suggested initiatives, assets & partnerships

Coordinating Group, selected community, business, & Council reps, govt agencies

Planning & Asset Mobilisation Think-tank
- Revisit April '09 outcomes & initiatives
- Priority targets
- Match assets to initiatives
- Partnerships for coordinated investments

Coordinating Group and government agencies review of investments

5-year Wairoa Social Devt Strategy

ABCD process[22]

Step 1: Building a vision (outcomes) and a community development plan. (April '09 WSD workshop) organisations, agencies and individuals.

Step 2: Mapping community assets and resources from outside the community.
Step 3: Building relationships among key and services to promote development.

Step 4: Identifying and mobilising relevant assets for social development.
Step 5: Leveraging outside resources

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[22] ABCD = Asset-based Community Development